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DESIGNS FOR ORGANIZING AND ADMINISTERING SPECIAL EDUCATION

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE U.S.A.

STATE BOARD OF EDUCATION OHIO

A Cooperative Work-Conference

Sponsored by:
Division of Special Education
Ohio Department of Education
Columbus, Ohio 43204

Conducted by:
Special Education Programming Center
315 McKinley Avenue, N. W.
Canton, Ohio 44702

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Special Education Programming Center
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Canton, Ohio 44702
James P. Connor, Director

DESIGNS FOR ORGANIZING AND ADMINISTERING SPECIAL EDUCATION

Proceedings of a Cooperative Work-Conference held at
Atwood Lodge, Dellroy, Ohio, May 9 & 10, 1968

Sponsored by the Division of Special Education,
Department of Education, Columbus, Ohio
S. J. Bonham Jr., Director
Martin Essex, Superintendent of Public Instruction

Supported by a grant from the U.S. Office of Education,
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EDITOR'S PREFACE

It is a great personal and professional privilege to work with the distinguished individuals who contributed to this publication. As they would be quick to assert, it is not always easy to make one's meanings clear, especially in offering descriptions or making proposals about the awesomely complex institutions by which the nation educates its younger citizens. So I am pleased to begin this brief note by thanking the contributors for their helpfulness and generosity with my editing and at the same time accepting for myself full responsibility for errors or ambiguities.

But I find I must now go further, taking the editor's prerogative to comment on the conference topic itself What follows, then, are some of my own views about the organization and administration of special education.

The only justification for any public sector organization is to be the vehicle to implement some purpose outside its own self-preservation. Administration is necessary to make an organization operational with a minimum of waste and a maximum of results. Therefore, I judge the "goodness" of educational administration by the extent to which it effaces itself, while achieving the goals and objectives of education.

In short, an educational organization and administration deserves to be called excellent when it meets the following criteria:

1. It clearly separates its role as management from the role of policy-making or goal setting for the organization it serves (the public schools).
2 It consistently checks its administrative decisions against the objectives and goals of the constituency it serves (the general public)
3. It keeps its own efficiency and effectiveness at a sharp-boned maximum by staying abreast of emerging principles of administrative science.

In the organization and administration of special education it should be possible to reach those criteria more readily, because the public schools are very alert to exceptional children and because the children's parents, relatives and friends are a very significant and articulate segment of the general public.

However, in the Conference I missed reference to the items in the preceding paragraphs. For that reason, and because they seem so fundamentally important, I decided to take this short space to call attention to them. I suspect, of course, that the Conference participants simply took them for granted within their small group. It may be that only a distribution of the Conference proceedings to a larger audience makes it desirable to be so explicit about the basic criteria of excellent organization and administration.

In addition I was sorely tempted to take issue with a number of the participants and to applaud others. To some of the points of view expressed I am doggedly opposed. To others I give unstinting support. And I hope I take those positions on rational grounds. But I did not add my argument here. To do so would not have been fair, since I did not appear as an adversary or supporter in the open forum of the Conference itself, exposing my views for everyone's consideration and rebuttal.

The contributors and participants made the Conference outstanding. In many respects they exemplified the ideal concept of the role and function of educational administration. It was a personal pleasure and a professional privilege to be a part of it.

Jack W. Birch
Editor
December 1968

ACKNOWLEDGMENTS

The excitement of a new enterprise pervades all we do at the Special Education Programming Center for Stark County. One of the major events planned and programmed by the Center to date has been this Conference.

It required, of course, the help and cooperation of many persons and agencies. Among them were:

Alliance City Schools

Canton City Schools

Massillon City Schools

North Canton City Schools

Stark County Schools

Atwood Lodge

Canton Repository, Massillon Independent, Alliance Review, Akron Beacon Journal

Special Education Staff, State Department of Education

The Center acknowledges and expresses its gratitude to all of the above named, and many others whose assistance is not formally noted but nevertheless deeply appreciated.

The Director also wishes to thank the total staff of the Special Education Programming Center for their tireless efforts in preparation and completion of this publication. Special acknowledgment is due to Enid Abbott, Patricia Dohy, Kay Smith, Phil Andreano and Alfred Riccomini, whose help in editorial assistance, careful typing, proofing, collating, and binding made this publication a reality.

THE SPECIAL EDUCATION PROGRAMMING CENTER

The Special Education Programming Center is a cooperative endeavor of all the school districts within Stark County — Alliance, Canton, Massillon, North Canton, Stark County Locals, and the Youngstown Diocese -- to improve special education services to all children who may need them. The total project is being funded by federal funds made possible by P.L. 89-10, under Title III of the Elementary and Secondary Education Act of 1965.

The Center forms the planning office for city, local and county special education in Stark County. It does not participate directly in the teaching of exceptional children, the supervision of teachers, the child study and psychological assessment, the transportation of pupils, and other essential operational matters, including the administration of special education better managed by city, county and local school district personnel. The staff of the Center, on the other hand, serves those local, county and city administrators and teachers by providing both a forum for discussion and communication and direct service in planning, development, and conduct (in short, "programming") of those elements of special education which are more appropriately done through cooperative efforts. Activities representative of the Center include a continuing registry of exceptional children, publication of a newsletter, transportation planning studies, special education staff development, inservice education, curriculum revision and development, and publication of a directory of special education personnel and resources. In a very real sense the Center is the servant of the districts which support it. As such it is always ready to consider changing its role to accommodate to the requirements of changes in the needs of local, city and county schools.

TITLE III ESEA SPECIAL EDUCATION PROGRAMMING CENTER

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THURSDAY MORNING SESSION, MAY 9, 1968

MR. SAM J BONHAM: It is my pleasure and privilege to welcome all of you to the Invitational Conference on Organizing and Administering Special Education

We are here today because of significant happenings at the national and state level. As we work and talk about Special Education, I hope you will remember that the national leadership of the Council for Exceptional Children led to the adoption of Title VI of the Elementary and Secondary Education Act, which made funds available for the planning which made this meeting possible. Also, it is important to acknowledge the new Bureau for Handicapped Children in the U.S. Office of Education Without implementation of the legislation in an effective way by that Bureau, with continuous contact and communication with State and local Directors of Special Education, the legislation would have little effect.

Three questions and their answers should serve to lay the general ground-work of this Conference.

"Who is here?"

The Conference includes a select and diverse sampling of people who have demonstrated through their professional careers and in their personal lives and community activities a concern for and a commitment to the idea that every child should have an excellent education, suited to his needs and capabilities.

You are here to give serious consideration to the question of how Ohio and school districts throughout the nation should organize and plan to serve exceptional children, to prepare to utilize those funds that are made available, and to serve those children in the most efficient and effective manner possible We need to look beyond what we now do and how we now do it

Let me give you examples of the kind of unthinkable thoughts that we need to think Maybe we need to assign responsibility for Special Education in Ohio to the County office for county planning and development. Maybe we need to join with joint vocational school districts as a separate school district, as St Louis, Missouri has done. Maybe, as was recommended in the report of the Purdy study, we need to have a regional office of the Department of Education to operate programs for exceptional children Or maybe none of those administrative and organizational approaches is what we need Our speakers are going to concern themselves with those and other related questions about how we utilize the resources that the community makes available to serve the needs of the exceptional child.

We may not find the answers today and in the few days ahead at this Conference. We hope however, that you as representatives, leaders throughout the State, will become more aware of the alternatives, and will be in a position to assist school districts in your own part of the State to think through their responsibility to serve exceptional children and all other children

With that background about who and why of the Conference, I think it would be most appropriate to start with a message from a man who has made a life of serving handicapped children

Dr. Martin Essex' school experience ranges from a one-room schoolhouse in southeastern Ohio through the superintendency of large suburban and urban districts, to his present position as Chief State School Officer in one of the largest states in the country.

He now guides the fourth largest school enrollment in the nation as Superintendent of Public instruction in Ohio.

Dr. Essex has achieved national respect as a leader in comparative education, professional development, curriculum design, educational legislation and school management. He has been associated continually throughout his career with action areas in the schools.

He is a member of the National Advisory Council of U.S Office of Education on national education laboratories and research and development centers, from which much of the current thrust of educational research and development emanates.

He has just concluded the direction of a national assessment of education as Chairman of the Advisory Committee on Vocational Education, which recommendations have now been made to the President. He serves as a member of the National Council for Adjudication of Teacher Identification, and Trustee of the Aerospace Education Foundation.

Dr. Essex was among the first American school administrators to conduct a classroom-by-classroom survey of Soviet education. He returned in 1964 to Russia to lead a select group of college Deans on a five year follow-up study, and many of us in the Department have enjoyed his report on his experiences in Russia.

He is now a member of the American Association of School Administrators' Committee on Federal policy and legislation, and has been instrumental in the development of much of the legislation that you and I are living and working with today. He has been invited to the White House to conferences by successive presidents.

He served as President of A.A.S.A. during the 1959 - 1960 school year.

His undergraduate and graduate studies were conducted at Ohio State University. He has honorary degrees from Baldwin Wallace and from the University of Akron.

It is with real pleasure that I express appreciation that Dr Martin Essex, with a schedule like he has, with two and a half million school children in his charge, has taken time to come here today and talk about the needs of the exceptional child. Dr. Essex.

DR. MARTIN ESSEX: It is a pleasure to be with you. I'm not sure that what I have to say will target in on what you are concerned about or what you are trying to achieve.

It seems to me however, that Mr. Sam Bonham has set target very well already. Because of that you are off to a good start.

American Education is the phenomenon of all history. One need only go into any country in the world, and the inquiries about American education are overwhelming. Presently, the unparalleled number of innovations are challenging to all of us.

Then, viewed from another perspective, technology, with supersonic swiftness, has debilitated and made helpless millions of persons who desperately need educational opportunity.

As we look back through the eons of the human race, we recognize that a man could market his muscles and thereby earn a living. Now, with sudden swiftness, this ceases to be true. Something that prevailed in the entire history of the human race is now no longer true.

It is difficult to realize the cataclysmic effect on the human being of this development. I am not certain that we of education have fully assessed what it actually means in the design of the future educational program for the American people.

I was appalled with the impact, a few weeks ago, when we were presenting the awards for exemplary economic education projects in this country. A young Negro teacher of first grade from Magnolia, Arkansas, was there to receive her award of $500 for designing a very unusual, very effective project in teaching the principles of the American economy. She arose, and, in the effective manner of a first-grade teacher, said: "The name of our project was, 'My father doesn't work, he gets a check.'"

Quietly, she described the scene of her youngsters seated in their circle in the first grade, as she was giving them an understanding that people produce goods and services for which they receive pay to purchase goods and services that they want or need.

The example: "What does your father do?" The first youngster replied. "My father doesn't work, he gets a check", and, as she went around the class, she found this repeated; hence, the name for the project. Hence, also, the appalling implications. As you grew up, no doubt with parents who were employed, you had a work-orientation from your earliest days. Now a sizable segment of the American people may be growing up with the idea that you don't work, but instead, you get a check.

This one illustration brings into focus more sharply -- at least, it did for me -- what we really have done in this wondrous world by taking the burdens off the backs of man, but, at the same time, rendering helpless great masses of people. The challenge, certainly, for those who like challenges, is that hurdle of changing the rate of learning of great masses of youngsters, particularly, the millions who now, in a unilateral society, have concentrated in our inner cities. It certainly commands the greatest of ingenuity, and hence, my enthusiasm for what you are doing here, for what Mr. Sam Bonham is doing in general.

One may be sent on a jaunt around the world, to the free world capitals, to take a look at education, and, if you have certain objectives in mind, you may raise questions such as: "How are your less fortunate learning? What have you developed to improve the rate of learning that the youngster brings to school?" And nowhere, to our dismay, in any nation or in any race, have we been able to change substantially the rate of learning that the youngster brings to school.

This becomes a great challenge to you special educators and others in the educational professions, people who specialize in the process of learning. It is a reason both for dismay and for renewed determination as we come together in a session such as this. Special education at the present time brings abundant reasons for optimism and reassurance The national thrust which you people spearheaded, and which resulted in Title VI of the E.S.E.A exhibits the humanitarian concern of Americans. It uncovers a big heart that we may not quite have seen in America previously, at least, in an organized way.

The many and far-reaching responsibilities and activities of the U.S. Office of Education are concentrated into four bureaus.

The Congress, looking at the importance of special education as a part of American education, chose to give it a separate bureau and give it separate autonomy. I think you can see the mandate of this autonomy and the meaning of it. I am sure that you also recognize that when you get such attention and responsibility, it also has very --well, almost humiliating responsibilities. Hence, you are here to think in terms of managing the education of the exceptional more effectively and furnishing more leadership to it. I am pleased that Mr Bonham brought school administrators to the Conference, as well as specialists. We need that mix, partly to get the desirable practices of special education spread elsewhere in the nation's schools.

But, as an amateur in this sophisticated assemblage, I should like to humbly suggest consideration of certain concepts. With some of them you may find yourself in sharp disagreement. The concepts come from a long association with educational problems of all sorts in various size school districts. I will make no effort, of course, to be exhaustive. And I am certainly not going to try to substitute for the eminent persons you are going to hear in this conference. I will mention briefly six ideas or concepts to which I hope you will give consideration.

First, with a multiplicity of programs to serve the various exceptions and the growth of numbers, I urge respect for administrative management. I am appalled at our inability to bring administrative management to higher education. Sometimes I see in certain areas of public school operations the same kind of disdain for management.

American commerce, business and industry recognize the necessity of training for management. It is one of their biggest operations. An example can be found in Akron, the center of the rubber industry, where management training programs have been financed and sponsored for years. Great companies recognize the very great import of management and the role it plays in the success of any kind of operation. Ours is the only country in the world with trained educational administrators; it has paid a great dividend to America. I would urge you, therefore, to extend that concept to your work and to have respect for administrative management in special education.

I suspect special educators become annoyed with management more frequently than do others in our schools. You deal with the elements that require skilled management; you deal with professional employees, and semi-skilled employees; you deal with the public; you touch the public very intimately; you deal with complex equipment which you purchase, make judgments about, use, care for and inventory. You deal with transportation in a very special way; you deal with special curriculum materials and their development; you deal with relationships with governmental and quasi-public organizations in a more intimate way than the rest of the school; and, of course, you have the concomitant physical responsibilities that go with this kind of growing operation. Because of your special needs, I would urge a respect and concern for training sessions for persons who are in the managerial area in special education, to develop the maximum of capabilities and competencies.

Second, I have the opinion that we are moving rapidly from the haphazard kind of volunteer organizations and service agencies in America toward governmental coordination. I hope the volunteer agencies continue, because we need them. We need them for research, demonstration, and exploration. But it is increasingly evident that the great job of serving the exceptional is becoming more and more a concern of the public sector, the governmental segment of our society. I believe the governmental assumption of responsibilities will mount rather than diminish. Society so demands, and thus, public policy as exhibited in Title VI of the EPDA is evidence of the response to this demand, as well as the requirement that fifteen percent of other Federal funds be devoted to the same purpose.

Third, I am somewhat apprehensive about the continued segmenting that results from separating youngsters from the mainstream of the school into full-time special classes. I hope there will be a growing interest and continued concern for associating youngsters who deviate from the normal with as much normality as possible. That is not easy, of course. It is so easy to move in the other direction.

Perhaps, parenthetically, I should note a concern that I have for the very fine and outstanding school for the blind and the school for the deaf, each located on spacious grounds in fine buildings and under the responsibility and management of the State Department of Education. I continue to have concern about the opportunity for these youngsters to share in normality. Dr. Don Overbeay, Superintendent of the school for the blind, does an amazing job in providing such opportunities, a multiplicity of opportunities. The unusual programs which Dr. Overbeay and the staff have made available for the youngster at the school for the blind are examples for all of us. Nevertheless, this is of concern to all of us, and we should plan and build for the future so as to minimize or eliminate unnecessary separation.

I recall, with some satisfaction, while in the Detroit region after World War II, the development of the concept of the teacher-counselor-coordinator, particularly, for secondary schools. In the high school, there was set up a special headquarters, a sizable room with special equipment (typewriters with large type, and the like) to serve as the resource room for exceptional youngsters, and the office of that school's coordinator of programs for them. I believe that is one way to preserve normality as these youngsters participate, change teachers, get special counseling and tutoring, and take part in student activities and use schoolwide facilities with other students. Such is in the direction of preserving and expanding the kind of normality that we would like to attain, and avoiding the limiting and divisive segmenting as far as we can.

Fourth, I should hope that all special education would become more vocationally oriented. There are indispensable skills that the teacher must have to work with the exceptional youngster. In addition, the teacher should be knowledgeable about employment opportunities and constantly concerned about the preparation of the youngster for a job in all of its aspects - developing the self-confidence, developing the skill for employment, whether it be the basic rudiments of education, and, of course, a full measure of motivation. Exceptional children must have opportunities to see and meet people who are engaged in private enterprise, and who exhibit the example of that American ideal.

In this context, I am pleased to note that high school age slow learners (educable mentally retarded) engaged in work study programs in Ohio are earning $3,600,000 a year. If all such youngsters were so engaged in the secondary schools, that figure would attain an annual rate of about $10,900,000.

You have an immediate challenge here. If we are going to be effective with the slow learner, we must be concerned about work experiences. We must lead them into the employment opportunity that they cannot obtain on their own because of limited ability. Once taken down that course or repeatedly taken down that course and given assistance and counseling and help, they can fit into the nation's employment pattern. This, as I see it with the slow learner, is the greatest of challenges.

Fifth, I should hope also, that you would be concerned with defining the dimensions of your operation. Such becomes crucial in this period of great growth. Are we going to set the Federal program off as a separate entity, as a separate operation, marked, "Federal, don't violate", and so on? Somehow, special education must be kept in the mainstream. As you grow in your operations, there is grave danger that you may move yourself off into a separate stream, one which does not function with the total comprehensive educational program. This is one of the dangers that I see for American education in our time. It will not happen in special education, if we are properly mindful of the need for positive relations with all other components of education.

I hope we will guard against separate empire building. For example, I raise the question whether the dull-normal should be entirely, or even mostly, in the bailiwick of special education. You can go into our major cities and find entire schools, secondary schools included, in which nearly the entire student enrollment is in the dull-normal range. I'm wondering if your role is not as consultants and specialists and advisers, rather than to try to manage that kind of operation under the category of special education.

I think we need to re-think our dimensions here; otherwise, you can become so dispersed that you cease to have the kind of respect that comes with dealing with the physically and emotionally handicapped and the exceptional children as a group of specialists to whom others would turn for counsel and direction.

Sixth and last, I should like to see you become more concerned with the development of skills and competencies in mental health. There seems to be a decline in the proportion of physically handicapped due to various developments in our country. On the other hand, we show no diminution whatsoever in the mentally handicapped, whether this be emotional or whether it be retardation. We have made little impact in these areas. Statistically, the totals mount.

We should maintain and improve our good work with the physically handicapped, of course, so long as it is needed. It seems to me, in addition, we have need for a dimension of more concern for the mentally handicapped and the mentally disturbed, moving toward more with the neurologically handicapped and the emotionally handicapped. I think you are already moving in this direction successfully. To the extent that you can point to great success in these fields, I think we will get the financing and the respect that goes with success.

I am wondering, too, if you should not apply even more of your time in the Federal programs of Title I, and more of your time to innovative projects under Title III of the E.S.E.A.

We are still dealing with those big challenges that are yet beyond our reach in the mental areas. Our conventional approaches have not gotten the job done. Our changes in the economy bring changes in urban living, facing us with crucial decisions which we have not had in the past. I hope Title VI can develop and give voice to new approaches with the promise of solving both old and new problems.

As you launch into the big responsibility of management, I apologize for my tendency to get a little bit on the advisory side and offering counsel, I think, beyond my ability. I apologize if you have gotten the impression I was trying to be omnipotent in this area. I certainly am not. I feel very humble about your work in special education, and I am very encouraged to see you here with Mr Bonham and his colleagues addressing yourselves to the important issues. Where should the managerial responsibilities be? What are we going to do organizationally in Ohio? What kind of organization will serve the schools best in your state? The legislature is concerned.

But, above all, I would hope that you would be concerned for human beings, keeping in mind that people have problems. Most people have problems, and the exceptional certainly have problems far beyond yours and mine, even with some of our handicaps.

I am reminded of a Rotary International Convention, when a Frenchman spoke to the assemblage at the closing session. He described a scene from his youth in his native village. He said, "A woman dressed in rags came down the dusty road leading her small barefoot son by the hand. Suddenly, she stooped to pick up some objects from the ground which she placed in the tattered folds of her torn garments. The suspicions of a nearby policeman were aroused. He demanded to know what she had concealed. The woman, a picture of deprivation, dropped her eyes and unfolded the tattered garments to disclose the jagged fragments of a broken bottle and said, very simply, 'I was concerned for the bare feet of the children.'"

Most human beings have bare feet in many ways, and you people have the great opportunity to serve them. May you have a good conference. Thank you (Dr Martin Essex)

MR. SAM J. BONHAM: Thank you, Dr. Essex. We appreciate the time that you have taken to appear here. The effective utilization of leadership is a role in which you have developed real skill. I would like to take this opportunity to acknowledge publicly the continuous support you give to the staff in the Division of Special Education and for the opportunity we have to continue to provide dership to the schools in the development of programs and services for children.

The next man I want to introduce is a relatively new friend to me, but an old well-known friend to special education. Some of us spend our lives jumping from to job. Others spend their lives doing a job. He exemplifies the latter. is with real pleasure that I introduce Mr. Jack Jones from the U.S Office of cation. Mr. Jones represents the Bureau of Education for Handicapped Children he is responsible for implementation of Title VI throughout the Nation.

MR. JACK JONES: Thank you, Mr. Bonham.

I will take time from this meeting only to say, "Hello," and to bring you very warmest possible kind of best wishes for success from Dr James Gallagher, very much wanted to be here today. He had planned and hoped to be here today tomorrow. He had already developed on his own initiative considerable interest concern about this particular project in Ohio. As I am sure you know, from the tage point of Dr Gallagher, this is one among many, many important things ng on around the United States today. The fact that a man of his wisdom and his stature would notice particularly this project certainly attests to the nning, and is a testimony to the kind of thinking and the caliber of the people are in this room today. The fact that he was anxious to come here for two days meet with you means that he really saw something here that had a potential of ing a long-range impact on the education of handicapped children. All of us the Bureau of Education for the Handicapped are especially eager and anxious learn more about this kind of thing, to see it happening with the comparatively ll amount of Federal money that's going into this program, to see it have a nce to begin to grapple with some of the basic issues and problems which we e in this field.

Certainly Ohio could, with more justification than most other States in the ntry, look backwards today rather than forwards and say with great pride, "We e made tremendous strides in meeting the needs of handicapped children." Your te, perhaps more than almost any other I know, could do this, and could afford be complacent in many ways. But I am certainly glad that with the establishment Title VI money and with the keen wisdom of many of you here that you are looking ad rather than back. I cannot tell you the kind of feeling that wells up in as I look forward to the next few years after the nine years I have spent, first State work, and then another nine in the Federal office, waiting for the kinds opportunities we have before us in the next few years.

These are great years, and it's up to you and to me to make the most of them. nk you very much.

MR. SAM J. BONHAM: Thank you, Mr. Jones. Please take our regards back Dr. James Gallagher, Dr Edward Martin, and all the staff, and also express our preciation for your presence here. I hope you can share with them our enthusiasm what's happening.

Editorial Note

The papers prepared by the chief consultants and reviewed by the Conference rticipants prior to the meeting are inserted here.

DESIGN FOR ORGANIZING AND ADMINISTERING SPECIAL EDUCATION

Paul R. Ackerman and William C. Geer

Design: Usage No. 1 - "a plan, a scheme." Usage No. 2 - "purpose and view, an aim, an intention."

Organize: "To arrange or constitute in integrated parts, each having special functional relations with respect to the whole."

Administer: "To manage or direct the execution, application, or conduct of."

For purposes of this paper we have chosen to use a verb form of design -- to plan -- to aim -- to intend. We will talk about planning an organization, which must then be implemented by administration. It will not be the purpose of this paper to actually effect organization and execution of plans. This paper wishes only to enumerate parameters of special education administration. It is hoped that these parameters will form the basis for thought about the measurement of whatever special educational organizations exist, now and in the future.

What are these parameters? Rephrased, the question might be, "What is a good special education organization?" Most authorities would agree that a good special education organization is one which is based upon the educational needs of children. Services are provided to fulfill the educational needs of children without regard to limitations of existing educational systems. The suggestions in this paper are formulated with no intent to perpetuate or destroy existing systems. It is recognized that some existing systems of administration permit the utmost flexibility while others are guided by procedures which bind them in iron chains. In general, special education organization -- special education programs -- special educational provisions -- can be identified and described by the following parameters.

1. Grouping practices form one aspect of current special education programs. These practices are characterized by giving names to groups of children who are taught within single physical settings -- names which generally typify diagnostic categories or clinical entities. Thus far, grouping practices have generally included groups of children in smaller numbers than in the usual educational classrooms, and in many cases, grouping has reduced the teacher-pupil ratio even more by employing aides, team teachers, and class resource personnel. The academic goals for the groups so named have generally been based on whatever goals could be derived for the group as a whole, rather than for individuals.

2. Diagnostic procedures are also a dimension in special education organization, inevitably tied to a stated practice of grouping, with the avowed intention of assigning an individual child to a group. It is now an almost universal truism that children in special education have at one time or another received some sort of individual diagnostic evaluation, ranging from a systematic recording of data from a number of medical-psychological-educational sources to a simple singular test from an at least partially qualified diagnostician. Even though the purpose of the diagnosis is often only to place children in categories, sometimes useful

information about cognitive functions of the children have been extracted from the diagnostic procedure and related to the teacher. It is fair to say that most children in special education have gone through the ritual of admission to their educational classrooms in greater depth and with consequently more trauma than have children who are not now, or have ever been, in special education.

3. Specialized personnel are essential in a special education organization. Children with special educational needs require a teacher who is specially trained and professional back-up personnel for better diagnosis and further rehabilitation. It is expected that a national survey would find personnel working with exceptional children who are trained at a higher degree level than teachers working with non-exceptional children. This condition is traceable to a consistent demand for persons with additional specialized training, but in no small part by organizations such as ASHA, AAIB, CEC, and others who have evolved professional standards. These standards, when applied, result in personnel with superior training.

4. Special physical accommodations also arise as hallmarks of the trade in some areas. Forward thinking special educators have often realized that special needs of exceptional children demand special teaching environment and unusual physical spaces. Hence, suites of classrooms, multiple grouping spaces, individualized spaces, and stimuli neutralization spaces have often become symbols of special education architecture. A recent survey by the CEC, through their project in physical environment and special education, has found that very little thought has gone into the process of planning for the physical environment of special education. Some architectural innovations, considered radical by their sponsors, are merely slight departures from traditional school architecture. There is expressed need by professionals for new planning for architecture but there exists little guidance in efficient educational-architectural planning and the process of formalized dialogue between educators and architects.

5. Transportation of exceptional children is receiving more attention as a dimension of special education. It is obvious that severely physically handicapped children may need special equipment which deviates from the traditional vehicles of transportation. However, specialized transportation vehicles for children with cognitive deficits has not yet received a great deal of attention. Much effort has been expended extending the usual bus routes to transport mildly retarded and physically handicapped children. Much time is spent deciding whether schools can more efficiently lease provisions for exceptional children from taxicab companies or purchase specialized equipment. Whatever the arguments, one current measurement of the transportation parameter is whether specialized transportation in any form even exists. Unfortunately, some states have no special transportation facilities. Some local districts are not even cognizant that special needs exist. The presence of transportation facilities, as well as their degree and adequacy, may be a factor in evaluating any system of special education organization.

6. Professional education has recently become changed in both goals and form for special education. Institutes are occurring in rapid proliferation which cover a multitude of topics never before discussed in educational programs by teachers. Professional education has been brought to the local school system. Universities are extending their training programs to the field in greater numbers, with more supervision and with better quality field experience. Often special education teachers recruited from other fields of education are able to remain in their home

districts and receive their specialized training to teach exceptional children. The whole dimension of in-service education now becomes the responsibility of any administrator of special education and is no longer the exclusive province of the university.

7. Specialized curriculum materials are, of course, part of the special education organization Most educators recognize that mentally retarded and gifted children need special curricula and other types of children need remedial curricula. Almost all children need both specialized materials and equipment. Educators have not always followed the dicta of the necessity for specialized curricula In many cases, special educators have attempted to "water down" the regular curriculum or merely present it in slower or faster sequence A truly individualized curriculum is one dimension of a new special education organization -- a dimension which must be looked at in relationship to all other parameters

8. Special legal provisions often define an exceptional child. An exceptional child is provided for in his educational system by special laws. In many cases he is a sub-citizen, with less than full human and civil rights. The nature of the child's restriction and his capacity for growth and expansion must determine some parameters of his special education organization.

9. Finally, a research population characterizes a grouping of exceptional children. Education views this resource population as a parameter to be measured in a definition of a special education administrative plan. It is seemingly rare that a district attempts research on its exceptional children, so that often the presence of only one research effort or research ideaology in a district is a demonstration of that district's new direction.

These are the dimensions of special education as they now exist. The paraphrased definition of an effective administrator is one who recognizes these parameters, measures them, makes the best use of what now exists, states new parameters, and suggests restructuring the program to include, now and in the future, such new developments as may be considered beneficial to exceptional children. Thus far, four things have been set forth which may be used to measure the standards of an existing special education organization. First, we have attempted to list the concepts by which special education organizations are described. Knowing these dimensions enables one to understand the major concepts and some of the major issues of special education in the present.

Secondly, these terms are very often legal terms found in the state laws and also federal legislation governing these national funds.

Third, these concepts are historically interesting. For example, research and transportation are relatively new dimensions of special education organizational configurations. Although it is felt that research and transportation are relevant needs now, we know that their organizations will not be the same in 50 or 100 years. Administrators must content themselves with noting that the history of these dimensions are interesting, and that the authors regret that historical expositions must remain outside the scope of this paper.

Finally, all of these parameters are dimensions of special education which may be changed. In fact, an up-to-date administrative organizational design must permit change -- over and over -- or it is outmoded before the ink is dry on the organizational chart. The extent to which change is permitted or denied is surely the most important determinant in developing quality programs. A word of caution, however. Change without sufficient thought and design is not necessarily virtuous, and in fact, may be harmful to the children it is meant to serve.

What does all this information have to do with the purposes of this conference? For one thing, this information attempts to create tools by which measurement of present special education programs may be effected These tools must be mastered in order to assess later changes.

Secondly, the parameters are delineated in hopes that they may help to assess and attack problems of obsolescence in special education.

Finally, preparation of parameters for measuring special education programs allows the introduction of the topic of trends for the future -- pressures upon special education plans and organizations which are now emerging. These trends are delineated so that they can be prepared for Perhaps these trends will soon leave the classification of "trends" and become everyday "parameters."

A. New Classification Systems

One of the ways to describe both grouping practices and the types of children served is by diagnostic categories. An emergent and future trend in diagnosis is for new classification schema and categorization Stevens has set forth a complex concept of educational needs categorization which includes human variations, educationally significant attributes, and special educational procedures. Quay has suggested that children be grouped and classified according to their educational functioning and cognitive processes by which they learn. Learning disabilities, as a specialized construct has lent new dimension to categorization by such measurement as the ITPA, the Wepman Battery, and similar tests purporting to measure the operations of learning process dysfunctions Such tests measure not only input and output channels, but also associative and other cognitive learning channels. They attempt to measure the efficacy of all cognitive systems. New research in cognitive style has further introduced new concepts of classifications which may "make more sense" for categorizing children by learning modes. The field has already begun some of this newer categorization by broadening current labels to include such terms as communication disorders, behavorial disorders, and like terms. There are indications that kinds of personnel involved in diagnosis will also change. The clinician will remain in further education systems, since the clinician in now "institutionalized" and necessary Schools will also utilize a person called the "diagnostic teacher." This person is likely to be an excellent teacher and one who, in addition, can use the teaching task as a diagnostic tool in itself. Medicine will also have more improved and sophisticated diagnostic procedures and instruments Perhaps science can not only prevent disabilities like PKU deterioriation, but improve cognitive ability through correct medico-educational diagnosis and treatment In this prevention and correction, it is likely that the use of medical categories will decline in favor of new medico-educational categorizations. It appears certain that we can look forward to diagnosis based on educational deficits, rather than physical or specific organic needs

B. Grouping Practices

Grouping practices are likely to change in direct relation to technological progress. It is true that educators will probably continue to group in various ways with exceptional children in the future, but the geographic grouping of these children may change.

Wide range teaching devices such as the use of two-way satellite television would allow the connection of many children of similar educational needs to one teacher and an electronic monitor Teaching machines will further aid special education in bringing the school to the child. As media develop, more sensory channels will be used in the teaching process. Self programming and auto-instruction will supplement regular school instruction. Different grouping practices will be effected by specialized institutes to train people in these different grouping techniques and in the educational needs of these groups Interagency planning will occur to facilitate a singular approach to special problems by all persons involved in teaching the child. When such planning occurs, instruction will be patterned accordingly. All people who have contact with a given child will be seen as necessary to that child's education. Consequently they will receive help in being consistent with the child, and with promoting correct attitudes in the child. Centralized information centers will facilitate knowledge about a given child. Computer output stations in or close to schools should be able to search large data banks of information about special education and provide the latest research, evaluation of instructional materials, and theory related to any type of exceptional child. Furthermore, it is conceivable that each individual child will provide the basis of a data bank which might be instantly retrievable in meaningful form Thus, the teacher in a classroom might expect to activate her remote computer output station with the name of one child, and expect to receive a computer printout summarizing and up-dating all the measurements of this child and providing the teacher with an instant profile of the child's current strengths and weaknesses in educational terms. CEC-ERIC, the Special Education Instructional Materials Centers, and the newly conceived computerized information clearing house on legislation will all seek to provide, in the future, a user with immediate access to information relative to diverse problems in special education Regional resource centers, university-based research centers, and other specialized programs which may develop in the future will be facilitating agents in the provision of knowledge and information to the teacher. Their purposes will be catalytic to change.

C. Personnel

Future personnel in special education will be more varied in consistency and function than they are today. Teachers and administrators will work together as a team of change agents. They will be responsible for change; they will be knowledgeable of the change process, and they will seek to initiate, document, and carry through change It is a certainty that administrators, as we know them today, will have different job descriptions, and it is likely that all other jobs will change.

Undoubtedly, the teacher will exist in the future, but will she be a regular teacher, a master teacher, an aide, a resource teacher, an itinerant teacher, a "big sister" teacher, or a parent? Therapists and specialists will be plentiful. They will be brought into the child's treatment earlier, more extensively, and with more purpose than now exists. Undoubtedly, there will be language therapists, different from reading therapists. Counselors will be available on the elementary as well as the secondary level. Psychologists will work with the emotional pathology found concurrent to any learning pathology. And the diagnostic teacher, crisis teacher, and the coordinating teacher, will have their roles as professionals working with the child Persons working with exceptional children will not conclude their education after a university experience. Institutes, like the EPDA projected institutes, will continue training persons in new and emerging trends of special education. This federal legislation is intended to up-date present teachers' skills and provide new and innovative programs of training The enabling legislation particularly spells out the availability of EPDA funds for training in special education, recognizing the imminent change necessary to this field. It is expected that in this teacher-oriented training, teachers and other personnel will be provided more fully with skills and tools they need for sufficient remediation. They will be taught how to use information centers about children; how to evaluate children on an individual basis; how to feed information to a computer, and how to translate a computer's information into teaching. Extended term contracts will enable teachers to study and develop curricula, interact with principals as to placements, and enable a particular host of other necessary components to good teaching. Teachers will receive sabbatical leaves to improve themselves and secure released time to attend professional conferences and institutes. Standards of education and training will be raised, not necessarily by degrees obtained, but also by experience in work and consequent strengthening of skills

D. Environment for Learning

A school of the future will undoubtedly look quite different from the school of today. Architects will plan the physical environment of exceptional children with instructional goals in mind. Schools will not be concerned with architectural novelty but rather the nature of the learning tasks as translated to architectural design. Such planning will necessitate interdisciplinary dialogue, and the involvement of the total staff who work with an exceptional child. Thus, each child's physical space will be correlated with his academic needs The school staff which serves the child will be carefully oriented as to the uses of architectural provisions to meet his needs. The faculties of these schools will be carefully planned to meet the architect's designation of space uses, and a total school faculty will be involved in any approach to all parts of special education space design and utilization. Flexible and mobile equipment, such as that utilized in DeKalb County, Georgia, in which an instructional materials center has been put on wheels to be taken to special education teachers in scattered schools, will take the library or classroom to the child or teacher. This equipment will continue the child's education in the summer and parts of the day when he is not in school.

E. Utilizing Technology

There is no doubt that the computer has only begun its revolution. As a collector of information about students, a synthesizer of this material, and feedback system to help the teacher plan educational strategies for children, the computer is still in its infancy. It is not impossible to conceive of a computer input-output station in each class Media systems, unlike any that we know at present, will be in common use in the future, and will surely propose a multichannel system of input to facilitate a child's learning That transportation components have been increased by technology is obvious. Centralized schools with suitable transportation for children up to 100 or 150 miles distant will be easy to perceive. In transporting people, vertical takeoff and landing equipment will become as common as school buses. Technology, indeed, is liable to replace our current text books, our current diagnostic tests, and in some cases, our inadequate programming.

F. Program Evaluation

Many systems are now being developed to program the organization of special education and to evaluate it. PERT is one such system. It stands for "Program Evaluation and Review Techniques." Developed as a method of programming R & D projects for the Department of Defense, PERT has become computerized so it is now possible to plan large organizational schema, to test the efficiency of actions within the schema, and to plot the alternatives available. Such program planning allows the evaluation of the program as it proceeds, and also forms the basis for much of the evaluation of the effectiveness for the program. PPBS stands for "Program Planning and Budgeting Systems." PPBS is a systems concept now being given trial in several state legislatures and federal agencies. When used in educational systems by state legislatures, it attempts to define all the educational goals of that state, translate these goals into long-range planning, and forecast the budget and legislative needs of the program for 5 and 10 year periods. Hawaii has recently placed its entire system of English education on the PPBS, and anticipates increased efficiency in budgeting.

Both PERT and PPBS as well as other systems now being developed promise to give to special education the management techniques it has long lacked and has so desperately needed. Indeed, simulation systems, designed for various components of special education, are emerging, are being piloted, and are showing excellent results results.

G. Legislation

It is now obvious that many states are seeking to mandate services for exceptional children. Of course, mandation by itself is ineffective, as demonstrated when a state with mandatory legislation does not provide the funding necessary to carry out the mandate. In contrast, states which seem likely to succeed with mandated services are planning funding and providing leadership. When such flexible financing and comprehensive services are coupled with mandation in a state, the special education system may radically change and assume new dimensions and direction. Some state legislators are seeking to design these changes and to pattern their legislation in long-term goals and with the future in mind. It is predictable that such state legislation will develop to meet the present innovative design of federal legislation. Creative partnerships between federal and state governments will insure more regionalization, more federal projects such as instructional materials and R & D centers, and more expenditures of state funds for planning purposes. CEC has already initiated consultant services to help states in planning for the future, and coordinating multi-phase attacks on special educational problems.

H. Emerging Programs

Several new dimensions of organizations are arising out of both theoretical and practical needs. The pre-school program for handicapped children is an example of such theoretical and practical needs. It is known that children can be taught at any age, and it is known that many of them urgently need to be taught before age 5 if they are handicapped. Many state legislators are considering the funding of pre-school programs. Federal pilot programs across the nation are experimenting the pre-school education, for example, OEO, and Title I ESEA and Title III, ESEA, etc. Post-high school education is also being spawned on an experimental basis by legislators and private foundations. Even as a child begins learning at a very early age, a child does not stop learning when he reaches age 16, the present cut-off age in many schools. Many handicapped children are not ready for vocational services at that age, but continue to need educational services, perhaps even while working. Handicapped persons will need not only sheltered workshops, but programs for upgrading skills, retraining for other skills, socialization, and for better job-related attitudes.

As another emerging trend, it is possible to see specific models of innovative educational programs being utilized. The ungraded school for handicapped children is one such model. A demonstration school for the purpose of effecting state and national change is another model. Purposefully integrated populations of exceptional children and non-exceptional children is another model. Progress is started this way -- when segments of ideas form pilot projects which are tested and demonstrated to others.

I. Creative Administration

Finally, the future depends upon the administrator who is able to break away from the present. This person might be called the "creative administrator" --one who is able to see the present status only in relationship to its primitive base for the future. This person must plan and develop emergent programs. He must take the germ of an idea, put it in a pilot project form, and effect the administrative innovation, evaluate it, reject, accept, or change it, and demonstrate whatever effectiveness there is in it to his colleagues. A creative administrator must design an organization and administer it. He must be an activator, a synthesizer, a dreamer, and a risk-taker. He must take the future and try it today.

Speech for May 10 meeting in Canton, Ohio, Special Education Programming Center

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INDICATIONS OF PATTERNS AND TRENDS IN SPECIAL EDUCATION

M. E. Beekman

INTRODUCTION

Possibly one of the hardest tasks I have taken on is the writing of this paper. More than a dozen times I have started only to give up because of my own state of confusion as to the problem, "Where are we going and how are we going to get there in special education?" What the state patterns or trends really are is not clear.

As we look over this vast country we see the gaps of services, the disinterest of educators, problems of money, lack of teachers and research stacked to the ceiling but never applied to the problem--one cannot help but wonder.

Some time ago our famous columnist, Walter Lippman, wrote and I quote, "The critical weakness of our society is that for the time being our people do not have great purposes for which they are united in wanting to achieve. The public mood of the country is defensive, to hold and conserve, not to push forward and create. We talk of ourselves these days as if we were a completed society; one which has achieved its purposes and has no more business to transact..."

Yes, Lippman was speaking in terms of the nation but do not the same charges hold true when examining the problems of special education?

William Faulkner has said, "What's happened to the American dream?" My question is, what's happened to our dream? Equal educational opportunities for all children, education to the best of their physical and mental ability, education for economic usefulness.

I view the problems of my own state with awe. After 38 years on the firing line of special education and watching our problems from my present position, I see we are still struggling with the problems of finance, diagnosticians, how to teach, what to teach, and programming within the school structure. I hate to speak of this last one, but I am sure possibly the major problem facing handicapped children of this nation is the problem of "attitudes." Professional attitudes towards children--teachers and administrators alike. Somehow we have to face the issue that a child that is different is also a responsibility of education. Not just special education, but education.

If the attitudes of educators is not a problem, why must we continue to talk of mandatory legislation, fight to get money to finance special education, teach in basements, and one can go on and on. If you want further proof, take a look at the U. S. Office of Health, Education, and Welfare booklet on services. The area of secondary schools and services to handicapped children is nearly vacuum. Yet, here is the time a child needs every effort, support, and skill applied to meeting his needs if he is to become a partial or wholly tax supporting citizen.

The help in transition to community, vocational training, and life adjustments is not there. Yes, the child and parents reach out for help, but we are not there. I could go on. Examine the use of Federal monies; Title I--I have heard that less than 2% flowed to the interests of handicapped children. Why?? Finally, we have Title VI to make sure they get a little.

Continuing in this vain will not get us anywhere; the problem is, "Can we change educators' attitudes towards children that are different?" I just wonder what would happen if we did a wholesale attack on our professional sidekicks instead of the children. Here is a real area for creative thinking and exploration--a wide-open field, a nationwide problem, not only for special education but the national problem of children in ghettos, children of the poor, etc.

You can shutter with me when you just look back at the indoctrination we have had. The sacred I Q. and yet when we test a large group of adults that 30 years ago spent ten years in special education rooms for educable mentally handicapped children, only two out of 30 have I.Q.'s less than 85, are married, good citizens, and less than 6% of their children are showing up in special rooms.

The mentally handicapped need only service type employment of jobs with continuous repetition. Yes, every time I cross the famous Mackinac Bridge, I shutter for one of our educable mentally handicapped boys knew better than us and after he left school became a welder. No, we could not get him in a welding class, the teacher was positive he could never weld. He only read at a third grade level, but the good Joe that took him on as a helper at Lansing Welding didn't know if he read at second or sixth grade level and furthermore didn't care. No, he is not doing badly at $4.87 an hour.

Yes, I even chuckle when I think of the problems of Julius Ceaser. He didn't do too bad either as a politician, general, or lover. Just think what might have happened to him if he were caught in the present educational trap with his problem of epilepsy. The course of history might have been changed.

Do I see a trend or pattern? No, but I am sure we have to tackle the problem. We are seeing general educators getting interested in learning problems, and we in special education had better step in and assume a leadership position or once again "watch the train go by."

There are movements taking place, not only in my own state, but across the nation. The time is here to move forward with them in an effort to bring handicapped children into the main stream of education. Let's examine a few of these and their implications.

REGIONALIZATION OR SERVICE AREAS

There are forces tending to produce intrastate regionalization of certain educational operations. The persistent growth and sophistication of the modern school system calls for and demands a high degree of specialization and a high degree of competency within the specialities.

Conditions which tend to promote regionalization are those which the present and past school structures were not designed to handle or accommodate.

All will agree public education has changed in the past 20 years. The K-12 education of the 30's is not sufficient for today's world. The need for a new look is imperative.

(1) Need for technical and developmental support in teaching operations.

(2) Children should receive instruction using the most recently developed instructional materials.

(3) It is recognized that children need and deserve more instructional help than others.

(4) Diagnostics is more than a one man approach and must be developed within a team framework, centered on the total child and his problems.

As our knowledge as to the competency and specialities needed for each child has grown, and groups of children with more than limited capacities are identified, the need for change is evident The trend of the past 20 years to abolish the rural school is not enough. Total regionalization of some services is needed.

The U. S. Office of Education has recognized this problem and has approved some projects with features that have a strong regionalization effect. Many of these are found under Title III from New England to California. All propose to be concerned with high level specialized educational procedures not found or cannot be afforded in local small school settings. Some of these regionalized services will be:

(1) Highly trained itinerant specialists available to all districts.

(2) Clinic and diagnostic services. As new concepts of disability evolve, the need for effective diagnostic skills must keep pace. Lack of good diagnostic facilities possibly leads to much of today's confusion in special education

(3) Development of instructional materials centers, coupled with the trained professional with the ability to get the material out to the firing line. This involves in-service training not only to special education teachers but all teachers.

(4) Development of regional vocational education centers could have a far-reaching effect on handicapped children. A great deal of coordination will be necessary if full advantage of these services is going to be available to handicapped children

The trend of regionalization or need for it will not be brought about easily in many states. Small empires are hard to destroy.

DIAGNOSTICS

There is no question, it is recognized today that a good diagnosis means more than an I.Q score. The question of why or what is wrong with Johnny needs a vastly enlarged attack on the problem and the so-called day of headshrinking has gone by. The movement towards a team of so-called diagnostic experts, which includes the medical, psychiatric, social workers and the learning diagnostic people, as they are sometimes called, plus language development and many other supportive services, is necessary today if we are going to be able to remedy the problems that face us in special education

A good diagnostic work-up is necessary if supportive help is going to be given to the teacher who faces approaching difficulties of handicapped children. The formulation of an educational prescription for learning is long past due and is a **must** if we are going to accomplish the kinds of things that both teachers and parents expect us to accomplish in the serving of handicapped children. Not only is it necessary to develop a learning pattern prescription, but the accompanying recommendations for materials and the carrying out of the prescription and our ability to implement the service to the children and the classroom teacher is a problem facing all of us in education. Instruction and support of such a team is not possible within the average local school system today It again refers to the area reorganization problem.

The area of meeting the diagnostic problem again falls on educators facing a long dilemna on how to meet the needs without available staffing and monies to provide the means for doing the job. This long due attack on providing these means is finally breaking on the horizon with strong emphasis from the Federal level, and the people interested in the so-called behavioral learning disability area. Many states are moving in support of these types of services.

INSTRUCTIONAL MATERIALS CENTERS

The movement and need for making available the proper and so-called right materials to meet the individual child's learning disability is growing more difficult every year. The knowledge gained from better diagnostics and understanding of the learning disability leads to a need of materials geared to the prescription of each child.

The development of large state or university centers has shown the need, but they have also pointed out weaknesses of operation The need for "satellite" centers is clearly coming into view. A method must be developed to deliver not only the materials and equipment but the know-how to the firing line. The cost of establishing centers is out of reach of most school districts, but the needs of all children are still there

There is a movement to establish area or so-called regionalized centers which will concentrate on developing the following areas:

(1) Specialized materials to stimulate intellectual growth of handicapped children through all modalities for learning.

(2) Methods of disseminating information to professionals and parents

(3) Source of materials in area of vocational planning

(4) Specialized equipment for loan; such as braille writer, language development equipment, etc.

(5) Professional trained personnel to deliver the goods to the teacher in the

classroom and help her understand how it functions in meeting the needs of children with special educational problems.

The professional in the center must be trained in a multi-discipline approach. His or her ability to promote, organize and develop in-service training workshops et cetera is the key to unlocking the real potential of area instructional material centers. There are indications of the growing need for state support to area centers and a growing trend in this direction. There are indications of increasing interest in developing personnel capable of serving this need with broad experiences in learning stimulation plus a touch of the librarian backgrounds.

ITINERANT STAFF

The need for a variety of professionals operating in the public schools, or the basic need of specialized classroom teachers will never be met nor can their contribution ever be replaced. Today education faces a new crisis. Schools have become too depersonalized and over organized in the past 50 years. Specialists in classrooms are not enough.

We must provide a series of supportive personnel in all areas of interaction, giving strong teacher-learning help and its related area of the behavioral sciences Possibly the greatest area of need should be emphasized on the pre-school child and early elementary child The focus should be on prevention of learning and behavior problems rather than remediation. The attack shall be not on removing the child from its normal class relationships, but in the mobilization of help and on-the-spot support to teacher and child

There are strong indications of reversing the direction of an unfortunate situation in our educational system where the "expertise" is frequently alienated itself from the classroom. The direction will be to: provide the school with a consultant to serve as a feedback agent, to lessen the distance and serve as feedback agent on the child's problem. It also means a more realistic on-the-line approach to child problem solving.

The expanding use of itinerant staff is clearly evident in many areas of special education from teacher-consultants for the emotionally disturbed to job placement staff in work experience programs.

AREA VOCATIONAL CENTERS AND SPECIAL EDUCATION

Although Michigan has been a leader in the field of work experience and the handicapped child dating back to 1952, never has it recognized it as the only approach--more was needed. Even as we recognized the major trade skills are related to his personality problem such as completing jobs, punctuality, adjustment to work, et cetera, a look at the young people that have gone through our programs show many could go into semi- and some skilled jobs with training. The problem is they need more than just experience

Why is vocational education necessary? Its a bridge between man and his work. Providing for a man's employability as he leaves school or his life work is an educational must.

With the impact of U. S. Office interest and the growth toward development of area vocational centers, let's not make the same mistake twice. Let's move on cooperative planning with the U. S. Office--push to include the handicapped.

The question then, is how? Surely it is not the establishment of segregated trade classes or construction of independent service areas. The real problem is the development of job training levels within the vocational training center. These children must at least be trained for entry level skills while some will have the ability to reach beyond and enter in at least the semi-skilled market.

This calls for a total review of educational needs, both of student and teacher. A rebuilding of teacher attitudes through in-service training and necessary supportive services.

A move to provide a supportive training counselor to the teacher and student once again comes into the picture. This plus some classroom studies on job level problems and adjustments to the world of work should provide a new avenue to service needs of all handicapped children.

Vocational training plus work experience should develop programs way beyond our present services. Michigan is moving in this direction with strong support of the State Vocational Education staff.

COMPREHENSIVE SERVICE FACILITIES

With growing interest in providing educational services to all children, as are granted by most state's constitutions, the growing problem of providing services to serve retarded trainable and severe multiple handicapped comes into sharp focus.

Programming for these children takes on a totally new approach. These programs providing services from life to death shake up the old educational concepts and again calls for cooperation of all life serving agencies geared toward the disabled child. All avenues of programming and diagnostics are provided for under one service area, allowing no cracks for children to fall in between.

These programs with backing of U. S. funding for facilities and allied services are moving forward. Total programming of diagnostic day care, pre-school, day school, adult activities, and work evaluation are on the horizon in many parts of the country. Their growth and impact on local programming and community responsibility is only viewed from a limited standpoint. I am sure in years to come we will all be involved in total educational planning. No longer will we be able to give our problems away

CHILDREN GROWTH CENTERS

Evaluation of the title applied to these centers will possibly vary but in spite of the name, it is an effort to meeting the needs of handicapped children in sparsely settled areas where there are more trees than children in evidence. It is a challenge faced by educators everywhere and Ohio is no exception.

With the increase of our knowledge in learning problems of children and how they grow, the growing recognition that the learning patterns of handicapped children possibly vary little has led to the experiment of using semi-professional trained technicians for applying the techniques to the learning methods in the various areas of disability as they are needed. These people, trained in the techniques of applying learning methods, work under the skillful hand of a highly trained professional teacher with a training pattern in child growth and development and also a multi-discipline background in the area of handicapped children. By multi-grouping children with many disability areas and maximum ratio factors of possibly three children to one technician, many valuable experiences are taking place at possibly a faster rate than under the past educationally oriented classroom patterns to these types of children. These experiences are taking place within the community where children are living providing the ability to have parents take an active part in the educational planning and programming necessary for their security within their own personal lives

There is every indication that in the early years this approach will succeed. The problem of the young adult training programs might have to be faced in another manner. There is no question that as we develop our skill in working with the paraprofessional and develop training courses for these people, large areas of unmet needs have possibilities of being met. This approach is not only attracting educators and parents as a method of possible solutions to the sparsely settled areas of the state but have attracted university people as to the possibilities of training of technicians for these types of centers

SCHOOL BASED MENTAL HEALTH SERVICES

As interest and programs grow in services for disturbed children, it soon becomes evident that only a program of classes for those children is far from meeting their needs. As one examines the types of supportive help needed, it becomes clear that help must be provided at the time of "crisis" not two days or two weeks later There is an increasing awareness of the needs of these children in the school population, and various efforts are being made to develop a more specialized setting for children needing a pronounced program in behavioral adjustment. There are educational experiments being carried out in educational segregated facilities providing total environmental controlled experiences for these children where the total program is directed to the child and family rather than the child fitting into and adjusting to a school setting. This calls for a merger of educational and mental health services

This type of merger causes the minimal amount of problems involved in transfer, admission, referral, on the spot services and confusion for clients

The primary movement in these centers is a concentrated effort at behavioral change and a movement back to neighborhood schools The most common form of such movements are: (1) satellite rooms, (2) half-day programs (3) and direct placement. The satellite room is an intermediate step which combines the structure of the original facility with the experiences of the neighborhood school. It serves as a testing stage and permits the students to have an opportunity to continue to grow behaviorally and academically

The center's programming is based on a class structure where the formal restrictions of the classroom are relaxed, initially, to alleviate many of the child's anxieties previously associated with school The educational function of the classroom is not primarily to raise the child to the appropriate age grade placement, but more to provide experiences and expectations which the child can meet with growing confidence and success. The role of the classroom climate and total staff is to assure the student that he and his behavior is accepted, regardless of how deviant, and that he is accepted. The staff will be trying to alter his unacceptable patterns. In a way the child is helped to understand his behavior that limits his chances for success in life.

The distinguishing feature of this approach is that no two children have the same goal description. This requires extreme flexibility and creativity in use of all staff. The combined efforts of the total mental health personnel, such as social workers, psychologists, psychiatrists, reading consultants, aides, nurses, work closely with education staff is showing interesting results.

Change patterns are showing up at the 30% level in periods of six months to two years at a cost far less than programs functioning in hospital settings.

CLOSING REMARKS

One can go on in seeing and reviewing movements that need observation such as so-called cradle education for deaf children, language development experiments applied to all children and many others. No, I have not spoken of learning disabilities, perceptual development and other titles in the learning areas now in such prominent view. I am sure as we know about how children grow and learn we will spend more time worrying about grouping children in learning control groups and less time involved in tagging children into medical groupings.

I am sure the impact of monies on special education expanded over the past 15 years is just beginning to show its indications that change is needed. The question is can we make the changes necessary in the interest of handicapped children.

Not tomorrow, but today! We have a challenge to accept!

THE ORGANIZATION OF SPECIAL EDUCATION SERVICES

John W. Kidd, Ed. D

Preface

An educator who is committed to the welfare of exceptional children may habitually leave unstated certain philosophical principles in dialogue with colleagues, assuming that such principles have universal acceptance. However, the sometimes harsh realities of the "firing line" serve as a reminder that this assumption is not necessarily a safe one. The appearance in print of such principles as related to a program may symbolize lip service rather than commitment, window dressing rather than substance, or the dedication of a few professionals rather than the profession.

Such principles of special education, therefore, are explicitly stated as a preamble to the paper which follows:

1. All children and youth in this society are entitled to free education to the limit of, commensurate with, and appropriate to their capacities; further, the society, as well as the individual educated, benefits from the presence of an educated citizenry in direct proportion to the completeness of that education, individually and collectively.

2. As a corollary to the first principle, equality of educational opportunity for all the nation's children and youth should prevail such that none is penalized by his place or other circumstances of birth or rearing.

3. Clearly implied by both principles 1 and 2 is the proposition that a child who differs from the average to the extent that his educational potential can best be nurtured only by alterations in and/or additions to the curriculum for the average child shall receive such special education services; equality of educational opportunity cannot be symbolized by equal money spent per child but only by the provision of optimal means of enhancing the learning capabilities of each child irrespective of inequalities in cost.

Introduction --- Those to be Served

Special education services are viewed as those services, including instruction, which should be provided by the school to exceptional children and youth --- they being those whose disabilities and/or superabilities are such as to warrant elements and types of school services for the development of their educational potentials which are not needed by the average child.

Thus, children and youth to be served by special education are, at this point in educational theory and practice, one-half or less of the school-age population. Definitions, points of view and estimates range from 10% to as high as 40 or 50% --- from the traditional categories of gifted and handicapped --- mentally, physically, socially or emotionally to emerging inclusion of the culturally disadvantaged, the educationally disadvantaged, the experientially deprived and those with learning disabilities including those with specific maturational lags in academic skill development. Some view these emerging groups, who are of increasing concern, as a threat by special education to engulf all children who fail to lodge in the niche of the statistical average.

It has been said that special education would never have emerged in this society had traditional education sufficiently practiced what it has long preached --- the individualization of instruction based upon exhaustive and continuing differential diagnosis of every child. Now some see the return to the nomenclature of a past era, an era in when "special education" did not exist, as feasible only through special education itself. As all education becomes "special", no longer will any education need to be called special. Thus the cycle may complete itself but, as many fear, it may not only see the disappearance of the nomenclature, of the categories of children singled out for special education services, but the disappearance of the special services, too. Hence, those of us who are so concerned about the special child are reluctant to surrender his special designation since it seems that without special labels and until they emerged there were few efforts to meet their special needs.

Thus, while emergent knowledge must continue to lead to altered practice, a frame of reference for special educational services, which can survice both new knowledge and altered practice must be based upon a fundamental educational rationale as well as linguistic integrity Such frame of reference, therefore, must be identified with the educative process and its goals and must relate directly rather than tangentially to learning. To be "brain-injured", for example, is related, as such, only tangentially to learning as is "crippled" and as is "partially sighted." Yet all of these are used today in American education as the bases for special special education services. A brain-injured child may show no outward manifestations of a minor or non-critical injury and, indeed, may operate as a genius --- or he may be epileptic, or cerebral palsied, or mentally retarded, or hyperactive or even a helpless, crib-bound blob. Thus, one may find a special education program including categories of services for the hyperkinetic (brain-injured in some cases), the educable mentally retarded or as exculsively in Ohio "slow-learner" which everywhere else means "between mentally retarded and average," or as in a few states "mentally handicapped" which in those states means "mentally retarded" but everywhere else means "mentally ill or mentally retarded" (a few of whom are brain-injured), and yet none of these is directly an educational consideration. They have to do with etiology, functional deficits, cell impairment, and disease which have varying degrees of implications for educability. It is, therefore, suggested that education insist upon the establishment of an educational need couched in educational language as the only acceptable basis for program alteration --- for special education service.

Such an approach was initiated by Stevens (1) when he taxonomized the educationally significant attributes of children with body disorders.

Kidd's recent (2) proposal strikes at all categories of special education needs and leaves room for limitless alteration in light of emergent knowledge by maintaining that all special education must find its rationale in learning disability or superability.

Schematically, then, it may be maintained that a special education service may be provided only upon the establishment of the existence of a learning superability or disability 1) of such significance as logically to warrant special help and 2) of such nature as to warrant the application of one or more known special methods or techniques of education. This means, of course, that criterion #1, i.e., the significant learning variant, may exist without criterion #2, i.e , a known and logically warranted technique or method, being available at the point of need (in time and space). This schema may be presented as:

General Learning Superability 1	Specific Learning Superabilities 2
3 General Learning Disability	4 Specific Learning Disabilities
Learning Variants	

or it may be viewed as:

Learning Variants

- I Learning superability
  - A. General (genius)
  - B. Specific (talent)
    - 1. Mental strength
      - a. speed
      - b. agility
      - etc.
    - 2. Physical strength
      - a speed
      - b. agility
      - c. size
        - (1) large
        - (2) small
          (this can be advantageous as in the riveter inside a small space)
- II. Learning disability (may be totally, partially or not remediable)
  - A. General (mental subnormality)
  - B. Specific
    - 1. Language
      - a. Auditory
        - (1) Cognitive (agnosia)
        - (2) Partially hearing
        - (3) Deaf
      - b. Vision
        - (1) Cognitive
          - (a) Word blindness (dyslexia or hypolexia)
          - (b) Word caller (hyperlexia)

- (c) Reversals (strephosymbolia)
- (2) Partially seeing
- (3) Blind
- c. Speech
  - (1) Fluency
    - (a) Stuttering
    - (b) Apraxia
  - (2) Articulatory
  - (3) Quality (pitch, tone, etc.)
  - (4) Content (linguistic sterility)
- d. Associative (aphasia or aphasoid)

2. Motor and/or orthopedic
   - a. Coordinative
   - b. Crippled
   - c. Health
3. Behavorial
   - a. Inhibitory (hyperdistractibility, Strauss syndrome)
   - b. Emotional
     - (1) Mild
     - (2) Moderate
     - (3) Severe
   - c. Social
     - (1) Nonconformity
     - (2) Sociopathic (asocial or antisocial)

II above, "Learning Disability" may be viewed taxonomically as follows illustrating the three educationally significant dimensions of specificity, severity, and remediability. (One university (in Ohio) has restructured its program of preparation of teachers of the exceptional along these lines and based upon this rationale.)

To recapitulate:

1. special education services are justifiable only for a significant learning variance of such a nature as logically to warrant the application of a known special method(s) and/or technique(s);

thus 2. conditions warranting special education services must be identifiable as learning disabilities or superabilities;

thus 3. special education service(s) may be provided only when it is logically warranted, i.e., there is convincing evidence of its efficacy.

In general, it is contended here, that organization and administration are means to an end --- in education the end is the optimal enhancement of the child's potential for learning --- in special education, the principle holds for the child with special needs. Thus, no plan for organization and administration logically precedes the determination of the goals and philosophy. Yet traditional public schooling has proceeded in the opposite manner. Organization and administration have been first by and large, then as new goals emerge, and philosophies develop, the old managerial system is expected to adapt to meeting the emergent needs. In an undertaking of state-wide magnitude, concerned with new goals and concepts if not philosophy, it would be well if the only administrative and organizational assumption made were that the state as a political unit will persevere. However, even at this level, the assumption should not preclude organizational and/or administrative units and patterns of multi-state units of approach if they hold greatest promise for efficiency and economy in achievement of the goals envisioned

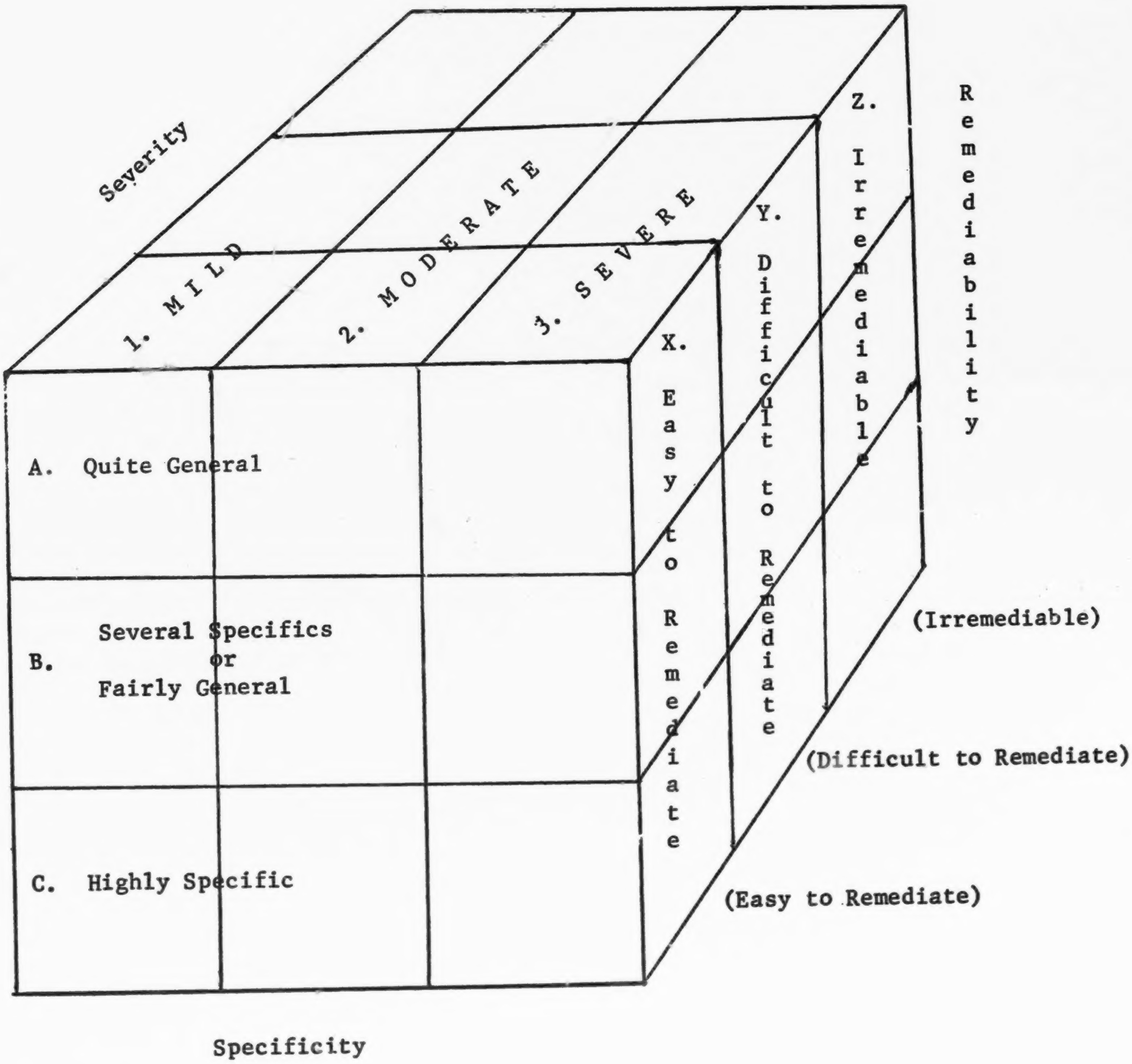
Special Education Service As A Function of Numbers

As a society becomes increasingly organized, it allocates the implementation of its wishes to government by and large. Other non-governmental institutionalized entities and processes volunteer to engineer the implementation of selected and often partial wish-fulfillment of the populace. Consideration here of the means of implementing this society's wish for its youth to be educated, and particularly in view of the special needs of many of them, will relate itself to the governmental, i.e., public sector of such wish-fulfillment. It is not to be construed as ruling out the possibility that private, i.e., voluntary efforts may be efficacious

It has long been held in those states having multiple so-called local school districts that consolidation of such small population units into sizeable demographic (rather than geographic) units is essential to high quality programs of education. A simple extrapolation of smallness into unity serves to illustrate the economic nature of this long-held position. Were the school age population to be a single child all would agree that the cost of a teacher, a school, public free transportation including a salaried driver, the materials and equipment of instruction including pre-placement diagnosis by medicine, psychology, education, audiology, speech pathology, etc., would be exhorbitant. Too, all will agree that for the same or slightly more total cost, 10, 20 or 30 children may be provided with that school and teacher and bus and so forth. So it is that cost per child of quality education is reduced as the number of children in one time and place increases, though there may be varying points of diminishing utility as numbers grow larger, as in the number of children per teacher.

Another aspect of numbers has to do with the simplification of the enterprise of educating --- simplification as a means of achieving efficiency. A single teacher with a room of ideal size, let 10 serve only as an example, should be the more efficient as the 10 children are reduced in chronological age range from 12 years to 12 months; in mental age range in a similar manner; and in types of learning variance from many to one

While it may fail in a slight way to meet the rigid criteria of science, from the point of view of radical empiricism, of hard-nosed but compassionate pragmatism, it may be held that certain elements are essential to the most effective implementation of special education services. These in turn may relate to numbers to be served. As an example, a pre-placement and post-placement diagnostic staff is essential. This means the employment, as a minimum, of a psychological examiner, an educational examiner, and a speech-hearing examiner. Additional elements can be justified. Now one does not readily find economic justification for such expenditures of public funds if only a handful of children is to be served. To take another step, it is acknowledged by all that a child with inhibitory disability is most likely to profit from a special education enterprise involving as a minimum a full-time teacher. Yet it is difficult economically to justify the expenditure if the class consists of a single child



LEARNING DISABILITIES

Then there is a place for the diagnostic staff to work --- not a medical place, not a social agency place, not a psychological place, but an educational place. There is also the place for special education services to be rendered. One does not justify to the ever skeptical taxpayer the purchase of land and construction of buildings for special education without a positive knowledge of significant numbers of special children to be served.

So, there are the children to be served and the service. As a minimum the service includes teachers, evaluators and enterprise manipulators --- administrators. All need special knowledge and special skills. All need to be engaged essentially full-time in the enterprise in order that this constitute their major commitment, their over-weening concern.

Assuming the principles heretofore enunciated and starting with homogeneity of grouping, it becomes an axiomatic deduction that the more frequent the occurrence of a learning variant warranting special education, the smaller the general population base necessary to yield the necessary number of subjects for an economically efficient program of high quality.

The converse, too, is axiomatic: the more infrequent the occurrence of a learning variant warranting special education, the larger the general population base necessary to yield the necessary number of subjects for an economically efficient program of high quality.

It then follows that organization may vary in respect to the necessary number in two ways. A special education program for a high incidence exceptionality may be maintained in and for a relatively small general population base, while a special program for a low incidence exceptionality must relate to a relatively larger general population base. These programs may be separately organized and administered as in a small city for the "general learning disability" children since this is a high incidence variant, or in a multi-city region for "hyperlexia", a possible specific neurological precocity and a low incidence exceptionality. Or both programs may be organized and administered at the regional level.

Thus, other considerations, legal, fiscal and related to administrative integrity must be examined, in addition to the matter of needed general or particular population base, before wise decisions are possible. However, it is reasonably clear at this point that special services for school age children needing full-time special class for high "general learning disability" (now slow-learners in Ohio, and educable mentally retarded or handicapped elsewhere in the nation) may be both economically efficient and of high quality on a general population base of 50,000 since some 12,500 will be of school age, and some 250 to 625 (2% to 5%) will be of this classification, and since both reasonable homogeneity of grouping (if proximity manipulation is unfettered) and economically justifiable evaluating, teaching and enterprise manipulating (administrating) staff may be engaged as well as appropriate space for all be provided at something like less than triple the cost of equivalent quality education of the average child. As an example, for 250 children, 20 teachers at \$10,000 equals \$200,000; evaluation staff of 3 full-time plus part-time help from medicine and/or other specialists at \$15,000 equals up to \$75,000; two administrative-supervisory persons at \$17,500 equals \$35,000; space and all overhead for the enterprise may be \$150,000 per year; the annual cost of materials and supplies should not be more than \$15,000 and, thus, the total of \$475,000 is only **\$1,900** per child (Here we have assumed an average class size of 12½ children, and used typical 1968 monetary standards; salaries included typical perquisities such as employer paid retirement etc)

However, it may be quite a different matter to provide the special education services needed for a low incidence exceptionality --- for autistic children or PKU children who may occur only once in 10 000 Assuming that special services are needed for autistic children, that they should be provided by the school, that they are significantly different from services needed by other exceptional children --- diagnostically, educationally and financially --- a general population of this same size of 50 000, 15,000 of whom are of school age, typically will yield one or two autistic children If the minimum number which can be served efficiently and effectively is 6 or 8 or 10 --- or 50 or 100, then a general population base of 300,000 to 5,000,000 will be needed --- from a major city to a multi-state region except in more populous states If one accepts 20 such children as the minimum necessary for service from an organizational unit rendering special education services, and it may well be the magic number as relates to costs, distances, ages, degrees of severity and responsiveness --- then a population base of approximately 1,000,000 is necessary with which to work --- a city or a county or intra-state region or a state or a multi-state region.

At this point, it becomes clear that if one s concern is this American society --- no single present educational or political unit should plan special education services, and organization and administration, therefore, in isolation In view of problems presented by the presence and absence of transportation facilities, of geographic and time barriers, it may be held that the more sparsely populated the area the more important that it not plan alone in respect to the development, management and rendering of special education services

It is suggested here that a general population base of at least ½ million, 150,000 typically of school age, is necessary to efficient and effective special education service organization and administration if such services are to be rendered by a single unit of administration

Integrity of the Minimum Unit of Administration

The prospects for development of ideal special educational services vary with density of population, the probable limitations of finance, professional and lay attitudes toward the special needs of special children, and the long-term commitment of a population to meeting these needs Assuming the ideal in respect to professional and lay concern, and assuming that all-but-instant transportation is just around the corner or that sparsely populated areas are not the immediate concern, and assuming that a state has a population of several million and wishes to plan for meeting the special education needs of its children and youth, those concerned may well look at current practice relative to finance

What is the state s commitment to education? For example, the three states with which the writer is most familiar are spending $618 $591 and $532 per year per pupil in average daily attendance this year (These and other such figures are from the National Education Association) These three states are a southern, a northern and a midwestern one --- Louisiana $618 Ohio $591, Missouri $532 They rank among the states 21st (La), 25th (Ohio), and 35th (Mo) This, however, is only part of the picture. In per cent of income spent for education in 1966-67 Louisiana ranked 7th, Ohio 45th, and Missouri 46th. In their efforts to equalize the tax load and educational opportunity these three states varied greatly in their reliance on local tax resources Louisiana public schools were supported by 60% of school revenue from the state, Missouri by 34% and Ohio by 32%. Dollars per pupil from state funds were in Louisiana $394, ranked 5th among the states, while in Ohio and Missouri state funds provided per pupil were $187 --- exactly the same in the two states --- in a tie for 36th, 37th, and 38th rank with Rhode Island The national average in dollars per pupil from state revenue estimated for this year is $262 --- 40% of school funds in the average state coming from the state revenues.

Thus a state planning significant educational program expansion may well need a revolution in financing education to make feasible such expansion if the revenue source or the administrative unit is to be intra-state

Organization and administration is either facilitated or impeded by law, both statutory, including constitutional, and regulatory. Ideally the special educator might hope for a legal base delegating to the educational profession the responsibility for determining and providing needed special education services. The statutory element might take the form: Each school district or special school district shall maintain such special services, including special classes, as are determined to be needed by the State Department (or Board) of Education for educationally exceptional children. The cost of such special education services and programs shall be borne by the state insofar as their costs exceed those of programs for other children and youth.

It is conceivable that statutory authority may be needed to read: A school district of less than 500,000 total general population shall not render educational services to educationally exceptional children and youth who need full-time special education services. All such school districts in this state shall be parts of larger special school districts as designated by the State Board of Education; each such special school district to have not less than 500,000 general population, nor more than 3,000,000 general population; each such school district to have an elected Board of Education, the rights including tax rights, of other school districts except that it shall not levy local taxes in excess of 25% of that of the regular school district in the state levying the highest local tax.

Regulatory law, rules and regulations promulgated by the state's education authority, amenable to change --- professionally desirable change in view of emergent knowledge, should designate types of special services to types of educationally exceptional children and youth.

As to the debate on merits and demerits of separate administrative units for special education, it should focus on the efficacy for service and not upon tradition or vested interest. There are several models of intermediate and overlapping school districts upon which one may draw.

In many of the states the county is the only school district In others one may find hundreds of local school districts, including some which operate no schools In the latter the county plays varying roles in education from none in Missouri to the gap-filling role of the county unit in local district states such as Ohio and Pennsylvania.

There is the model of joint agreement districts in Illinois, the model of 20 regional vocational education districts in Iowa and even the metropolitan authority in all aspects of a learning disability, there called mental retardation, in Los Angeles.

The model for a special school district overlapping but independent of several (25) local school districts is the Special School District of St. Louis County, Missouri.

Originally a district to train and educate the handicapped from all 25 local school districts in the county, it recently was given a second mission by the legislature and the voted approval of the county citizenry --- that of providing vocational-technical senior high schools for the entire County. Here the general population base is approaching 1,000,000 and a tax base of 25¢ per $100 assessed evaluation is proving to be barely adequate, perhaps in the next year or two depending upon state support, not adequate for high quality programming.

If one seriously contemplates moving in this direction it behooves him to re-examine many of his most cherished beliefs about education. As an example, such a special district may find that local districts within its boundaries are not able or willing to provide space for special classes in their schools. The special district may face the necessity of providing its own schools for children who traditionally have been placed in special classes in regular schools. One of the more common and cherished beliefs among parents and educators is that the educable mentally retarded should be in regular school buildings even if in special classes.

A re-examination of this traditional assumption, i.e., that educable mentally retarded children and youth are far better off if placed in a school with normal youngsters, may take this form (3):

> Why and how did this notion get started? It is likely that the National Association for Retarded Children, when it organized in 1950, found many of the public school classes for the educable mentally retarded housed in attics and basements, in rooms abandoned by other programs, in annexes and churches, and in rented and donated rooms around the community. It is understandable that these parents insisted that their children have rooms just like other school children. These rooms existed only in "regular schools." Instead of demanding "Place them in nice rooms, or in regular schools", their campaign to get the retardates out of the attics and basements took the form "Integrate them with normal children". Much was made of the possible values of this arrangement, particularly the so-called socialization which would occur.
>
> What actually happens when a class of educable retardates is placed in a regular school? Too often (and once is too often), the building administrator learns of the arrangement from his superintendent. He may not have been consulted --- just told. The building principal, in turn, tells certain members of his faculty and staff that they have to work with the retardates --- his physical education teacher, his lunchroom and playground supervisors, and his home economics and shop teachers. They may resent it, or be afraid and uncertain. It is the exception, rather than the rule, for the building administrator and his faculty to ask for the

special class and to take a role of leadership in seeing that it is accepted by the school and community. It can be a beneficial experience but it doesn't just happen because the retarded class is placed in a regular building.

What about having the educable retarded in a separate building? If given a modern building, a good and attractive faculty, special teachers of physical education, shop and home economics, what is it that can be done in an integrated class which cannot be done in a segregrated one? About the only answer that can be given has to do again with the theoretical advantages of the physical proximity of normal children --- the so-called advantages of socialization. Now, if a school system has enough educable retardates (say, two or three hundred) to justify a special building, then it can have special teachers of shop and physical education and home economics working full time with the retarded. Further, it can group the children much more homogeneously than it is likely to be able to do by integrating them. Surely, in such a special school, everything can be done as well or better than by integrating classes except for that one intangible --- the possible benefit of the presence of average children.

Two thoughts occur on this theoretical advantage of the so-called socialization with the normal. In the first place, the reatrded special class in the regular school is often subject to rejection and derogation both individually and collectively. Secondly, children are in school less than 1,000 hours per year; they sleep about 3,000. This leaves nearly 5,000 hours of before and after school hours, weekends, and vacations during which awareness of and association with the normal world is all but inevitable. It suggests that the advantages of the integrated class are, at least partially, a myth The advantages are not automatic. The critical factor is not whether the class is in a regular school building -- "integrated" -- or in a special building. The critical factor is the totality of learning experiences provided for the children -- the curriculum, teachers, supervisors, and administrators of the program.

Thus, other traditional assumptions and practices may need the most objective analysis prior to program planning. Among those which may need such attention are beliefs, assumptions and/or practices relative to the most able pupils --- should they be a managerial responsibility of special educators? --- do they need differentiated programs? --- if so, what programs and for which pupils among the most able? --- and should any really bright child ever by labelled as in any grade?

And what about the so-called emotionally disturbed? --- should the schools get into residential treatment? --- should the schools be able to separate the child totally from his home, perform what is sometimes called "parentectomy", cutting the parents out of the child's life long enough to assess the significance of his habitual environment in the emotionally sick child's etiology of distress?

And what about social maladjustment? Are we falling into a trap as we have been accused by an esteemed Negro colleague, to be unnamed here, of having programs for the emotionally disturbed that just happen to be all white and one for socially maladjusted that just happens to be all black?

And the experientially deprived? --- and the value-system-deviant? --- and the linguistically sterile? --- and the pre-delinquent and delinquent? --- and the nearly homeless, living with one part-time and ineffective if not retarded parent? Are their needs different, the one from the other as well as from all the others? If we agree that children from urban black depressed ghettos respond only to a different educational approach, and that it can be applied only if they are separated from the common herd for this application, sometimes called compensatory education, how can we deal with the accusation which must follow that we are not separating for educational advantage but segregating on the basis of race?

And what about speech therapy? Are we still providing it to children whose parents complain about their children's imperfect speech just because they complain and without respect to the child's capacity to benefit therefrom? --- are we aware the vast majority of children to whom speech therapy is provided from age five or six or seven might, by age 10 or 12, develop speech as well without the therapy as with it?

And what about the child's health? Are we to continue to permit a parent to legally murder his child by refusing to permit physical examination or treatment on religious or some other grounds as is now common among the states?

What have such questions to do with organization and administration of special education? Simply this --- until they are answered the rationale for and objectives of special education cannot be stated and no plan of attack can be organized and administered without an awareness of purpose. To do otherwise would be tantamount to saying, "Let's organize special education services so we can administer them when and if we can decide what they are and to whom they should be provided "Cart" before "horse"? --- more like "end" before "beginning".

SUMMARY

To summarize, it has been contended that:

1. Delineation of philosophy and purpose of a program should precede its organization.

2. Special help for children with special needs emerged in American education only as such children received special designations (categories) (and incidentally emerged by and large through the efforts of parent groups rather than educators, and at state level rather than local); and such special help may dwindle away if and when special designations for special children disappear from the laws and the educational lexicon.

3. A rationale for special education, and subsequent types of services and programs, as well as categories of needs to be met, should derive from educational considerations and should be linguistically precise; toward this end it is urged that learning disabilities and superabilities, varying in specificity, in severity and in remediability, provide such frame of reference.

4. Assuming that there are two major criteria of any program --- efficiency and effectiveness --- and recognizing significant numbers of children to be served as necessary to such special education services; and since exceptionalities meriting special education vary in incidence such that a high incidence exceptionality may occur with sufficient frequency as to make effective and efficient programming for them feasible in a demographic unit of 50,000; while a low incidence exceptionality will call for a demographic unit of ½ million for effective and efficient programming; and since all special education services are more likely to be of high quality in an area if managed by full-time special educators completely responsible for such services in the area; a demographic unit of ½ to 3 million general population is recommended for the administration of all special education services within its area.

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ORGANIZATION AND ADMINISTRATION OF SPECIAL EDUCATION

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The assignment which this special project has presented to me is a most challenging one. Its importance cannot be over-estimated because if we in Special Education do not re-assess where we are, how we got here, and where we are going, some other group will do it for us. If we are not actively involved in redefining our roles as part of the educational establishment, we run the risk of holding to practices and procedures which are no longer appropriate for a population which has changed drastically. This effort to plan for the future cannot help but be reflected in improved practices in the present. We study the future so that we may better understand a present which will not stand still for inspection. Too frequently, this effort to look to the future falls short of its anticipated goals because we limit our inspection to only our immediate and primary responsibilities without giving appropriate consideration to other aspects of society which may effect our function.

The organization and administration of Special Education must of necessity relate to the purposes and operational patterns of general education, social changes in the structure of society, medical developments, technological changes, changes in financing patterns of programs of education, and similar factors.

I have tried to approach this task with both a sense of imagination and a sense of humor. It has been said that the Lord gave to each of us a sense of imagination in order that He might see Himself and His efforts in a manner which He could accept and take pride in, and a sense of humor so that should He see through the maze which His imagination has created, He would not be too upset with what He saw.

From the beginning of time, every society has been confronted with the problem of what to do for those of its members who were unable to meet the demands and expectations of the society in which they found themselves. This inability may have been due to disease or conditions which damage the brain, maldevelopment, physical limitations, emotional disorder or any of a number of other factors. At times the inability was accentuated by the home or social conditions which failed to provide the person with adequate stimulation or opportunities to learn.

The basic American concern for the individual has led to the charge which has been placed on the schools to foster the development of individual capacities which will enable each person to become the best that he is capable of becoming.

It is not an easy matter for the schools to accomplish this basic purpose. Although the obligation of the schools to develop the abilities of the individual is widely accepted, there is considerable uncertainty as to the procedures most likely to achieve that objective. There is great need to learn more than is now known about how men think, what rationality and creativity are, how they can be strengthened and how the opportunities of the schools can be best employed to develop whatever rational potential a man may have. One of the serious gaps in our understandings relates to the apparent inability or very low ability of many pupils to deal with high level abstractions. Some pupils appear to lack potential for significant development of rational powers Yet, except in perhaps those cases where one may identify physical damage to the brain, the reason for this lack is not understood. Newer psychological studies increasingly reveal unsuspected potential for growth in the development of human beings. Ability seems to be conditioned to some degree by environment. What is needed is an understanding of the influences of early environment on the susceptibility of the rational powers to develop. Ways must be found to overcome the effects of inadequate early environment.

The point of view of society with regard to the development of the individual is expressed through general education and the purposes and needs of the individual are more fully served through special education. The division of education into general and special education is one of emphasis rather than a clean-cut dichotomy.

Special Education is one of the fastest growing but least well understood field fields of contemporary education. To considerable measure, the lack of understanding is conditioned by an adherence to a classification system for pupils which does not relate to the primary task of the schools nor to the special talents of the educator which are necessary to the pupil to whom special services and programs must be provided. In many instances, the category to which a child is assigned in but small measure describes the educational programming by which he may best benefit. The classification, while meaningful insofar as medical diagnosis is concerned, gives little direction to the factors necessary for educational diagnosis, learning prescription and program placement and planning. What is drastically needed is the development of descriptive terms which relate to educational purposes and are readily understood.

Within the past few years new jargonistic terminology has come into popular useage although these terms frequently are educationally meaningless. I refer to such terms as the aphasic, the dyslexic, the neurologically impaired, those with perceptual and visual motor learning disorders due to minimal brain disfunction, and so forth. These terms do not describe the psychological deficits present in a particular child, nor do they give meaningful direction to the learning task which is to be presented to him. They do not tell us who this child is or what he is like. The terms in no way describe the similarities between this child and other children who are termed "normal". These labels do not reemphasize for all the needs which such children have to be loved, to be disciplined, to feel secure, to play, to learn through experience and to meet with success.

The urbanization of Ohio is well described in Chapter III of "A Master Plan For School District Organization for Ohio". These circumstances are similar to those being experienced in most states of our nation. Families are more mobile. More families are moving each year and more are migrating toward urban areas.

Families are growing larger and in a few cases does one find the child with handicaps to be the only child. With the cost of living ever on the increase, parents are finding that they have less time and fewer resources to direct toward the handicapped child. Family patterns are changing and increased responsibilities are falling on the mother. Because of the increased cost of living, more mothers are finding it necessary to go to work. Good substitute care for the handicapped child is becoming increasingly difficult to locate. Recent studies indicate that particularly with the mildly retarded child increased abilities are found in the child where the parents are at work and out of the home. Where mothers either did not seek work or were incapable of work, the limitations of the child were greater.

Not only are children going to school longer, but with a rise in the general level of education, one finds a change in the labor market. Jobs which were once available to some handicapped persons are no longer so. In the effort to better prepare handicapped persons for the jobs which may be available to them occupational training programs, work analysis efforts, and both in-school and out-of-school work study programs are expanding.

Machines are replacing much of the unskilled labor. Many jobs previously available to less able workers are disappearing. Further development of those with limited potential or those who require special circumstances to make them employable show that they must receive special attention including aided and protected conditions of employ.

An easy error to fall into is one which might arrive at a single pattern of service which could be suggested as the organizational pattern for all sections of the state. Consideration must be given to a variety of patterns because circumstances are not always comparable. The pattern of service in a very rural section of the state will quite possible differ from that in the more urban areas. Consideration must also be directed to the effects of improved modes of transportation and highways. The necessity to give primary consideration to residential schools for the handicapped is now reduced. Other than as an individual child is judged better off in a location other than his own home, or where handicapped children reside in very rural sections where opportunities to economically bring such children together for instructional purposes, the day school program has distinct advantages. Improved highways and modes of travel permit new considerations about the diagnostic and evaluative services as well. Where it has long been necessary for families to bring their handicapped child to diagnostic services, one may now anticipate increased use of mobile units which will include a variety of services. Increased and improved kinds of information should become available to special education personnel in even the most remote sections of the state.

The changes in patterns of service have some implications for administration of these services as well. Where educational costs were previously assumed to considerable extent through local taxation on real estate, today one finds increased participation on the part of state and local governmental bodies. This increased participation is required by most urban commumities because educational costs have exploded beyond the capabilities of most commumities.

A variety of additional factors must be mentioned before one begins the consideration of organizational patterns and the administrative procedure by which these patterns are to operate.

The recent efforts at provision of learning experiences for pre-school disadvantaged children have pointed out the values of starting early in life with both, children in whom one finds unusual circumstances and their parents. For many handicapped pre-school children the delay until the usual age for school entrance changes program emphasis from stimulation to rehabilitation. Recent efforts to work with deaf have shown the benefits of training programs for children and their parents from eighteen months of age. Early admission programs for disadvantaged children has permitted speech and language stimulation programs which have reduced the numbers of children requiring Special Education programs and services in the early school years.

Many communities have taken advantage of Federal funding possibilities to operate summer programs for their handicapped children. Particularly where services have been organized for the deaf and where physical and occupational therapy services have been made available to the physically handicapped, the pupils have experienced less loss in ability during the summer months. It is suggested that consideration in the future must be given not only to an increased school year with saturation of necessary services throughout the periods of operation, but also to a change in the school day.

The total educational effort cannot be performed by education apart from the rest of the community. Mention has already been made of the increased life span of handicapped persons at all ages. It is suggested that programs of the future extend their offerings to include opportunities for older handicapped persons as well as those of the usual school ages. The old idea that school learning experiences must be limited to a time period which extends from approximately nine in the morning until three or four o'clock in the afternoon, is not in keeping with the times. With the increase in work-study programs which remove the pupil from the classroom for long periods of time during the usual hours of the school's operation, consideration must be given to the extension of the school program to permit handicapped persons to return to the school environment in the late afternoon and evening in order that they may strengthen their current work skills or acquire new ones.

One finds improved understandings with regard to the differences between education and medicine. Efforts at communication and cooperation are contributing to a mutual respect.

Disease control, new drugs, and higher standards of living have increased the life span of most persons. While many handicapped persons have an anticipated shorter life expectancy, the average handicapped persons may expect a proportionate increase in their life span. Recent studies show an increase in life span for mentally retarded persons in and out of institutions. This will bring about an increase in the number of handicapped persons particularly in the upper age levels.

In the development of organizational procedures, consideration must be given to not only Special Education but to its relationship to the total school effort. In order to be effective the organization pattern should give consideration to the value systems of society as well as the needs of the individual. While general education serves the purposes of society, Special Education serves the needs of the individual. One complements the other rather than for the two to be in dichotomy. The division is one of emphasis.

The study of school and curriculum organization is of renewed concern and interest because of the improved insights of special educators into the learning needs of exceptional children. As a result of recent efforts to identify the special skills and understandings necessary to the conduct of effective learning experiences for children with various diagnostic labels assigned to them, increased attention has been brought to the common skills necessary for all. Rather than the extreme specialization which has been an integral part of the training program for teachers preparing for work with children bearing a single diagnostic label. It is recognized that special educators do have need for a common body of knowledge which may be encouraged simultaneously in many rather than separately.

We are being challenged anew by changes in societal structure that effects both the nature of our organizational problems and the possibilities for solving them. Enrollments in Special Education programs are growing and the demands for satisfactory adjustment both to the world of today and for the world which we anticipate for tomorrow are increasing. More children and their families are moving to urban areas and many of them are newcomers to the cities. Included in this population are an increased number of children and youth who require special education services and programs. Seldom are the problems which require attention singular. The world for which young people are being prepared is constantly changing so that the educator must constantly examine the educational experiences which he is providing to estimate the relative demands of the newly emerging world and its values. The curriculum is in constant need of study and evaluation to make sure that it is geared to educational objectives and is making use of the best means for attaining them.

A consideration of the factors which make for effective organization of Special Education would of necessity include organizing the curriculum, organizing the school and the classroom, and organizing personnel, space and materials. Primary importance is placed upon the organization of curriculum because our concern must be for the understandings and skills which must be encouraged in our pupils rather than for the diagnostic labels which we have traditionally assigned and which have dictated the manner in which we have organized.

It has been recognized that the diagnostic and evaluative instruments which we have administered have not been utilized effectively nor have they always given appropriate direction to the learning process. Children grouped for instructional purposes have too frequently had little in common other than a diagnostic label. The special components of their learning requirements have been very different and the task presented to the classroom teacher have been beyond her capabilities. Too frequently our expressed concern for the needs of the individual have been approached through stereotyped group practices. The teacher has been considered the only agency for promoting growth without adequate consideration being given to the contributions of other pupils, the community and its agencies and the newer developments of science.

Decisions about the curriculum should be based upon the learner, the subject matter and the educational objective to be achieved. Decisions which are made at the school or school system level give direction to teachers. These decisions suggest the framework of operation and the instructional tasks to which the teacher should give his time. Curriculum planning is a shared responsibility. In music, it is recognized that there are composers and performers. Seldom does one expect that the composer will be equally gifted as a performer but the special talents of each is recognized and appreciated. If little curriculum planning is done at the school level, the teacher is left with the responsibility to make a number of decisions which may be beyond her level of proficiency and which she may be unable to implement because of the lack of necessary resources. On the other hand, teachers should not be left entirely on their own. Such anarchy frequently results in a multi-directional curriculum in which learners are directed first one way and then another. A framework is needed which gives systematic direction to the education of students and which encourages coordination of efforts of teachers. The expansion of this framework and its implementation is, then individual with the teacher and the school.

In this paper little attention is being given to the vertical organization of the schools since it is anticipated that the same considerations which suggest the arrangements of learning experiences of the non-handicapped will be brought to play in the plans for the Special Education pupil. Primary consideration should be paid to the logical structure of the various subject areas, the difficulty of material related to the child's intellectual maturity, the modifications in the provision of the learning experiences suggested by individual circumstances and the relations of the field being studies to other fields. Decisions about what to teach should be based on both the learner's ability to understand and the relative importance of alternative ways of using the learner's time at any given point in his school experience.

As with the program of general education, Special Education is organized to perform certain specific functions. Where the child suggests an ability to utilize the regular learning opportunities of the school, the adjustments to these individual needs are organized and made available through Special Education. Schools must classify students and move them upward, as possible, from that point of admission to the point of departure. Vertical organization serves this purpose. Appropriate learning situations are organized for this purpose. Appropriate learning situations are organized for each stage in the pupil's development so that opportunities are available throughout his school life. As has been suggested earlier, our definition of school life may require re-examination. Quite possibly programs will have to begin earlier in the Special Education pupil's life and be extended beyond the usual age at which school enrollees leave the school environment.

Horizontal organization serves the function of dividing the student body among the available teachers.

For the horizontal organization of the school there are many possible patterns. All of these are derived from considerations for the learner, the curriculum or from the teacher.

If our primary concern is the learner, our choices are between grouping pupils on the basis of likeness (homogeneity) or difference (heterogeneity). If the choice is homogeneity among learners, we most frequently use age, size, interest, ability, achievement, diagnostic label or a combination of these and other factors. In Special Education the most common basis for horizontal grouping has been homogeneity in diagnostic label. Too frequently this has provided the basis for vertical organization as well. Little consideration has been paid to the needs of individual pupils within the special classes, their abilities for integration into the learning experiences organized within general education and the requirements for change in learning location of pupils at various stages in their school lives.

If the primary consideration is the curriculum, a choice must be made between separate subjects and various combinations of subjects as the basis for setting up class groups. In each situation one finds both aspects of strength and weakness. The one-teacher approach permits the teacher to learn a great deal about each pupil, to adjust the curriculum and the time schedules easily, and to interrelate academic and social experiences in an optimum manner. The multi-teacher approach utilizes the special abilities and understandings of teachers more fully. Some teachers believe that they save time and effort under the multi-teacher approach because it permits them to concentrate on a limited area of in-service study and to use the same lesson plans with more than a single group or class. Where a school system is unable to provide adequate consultant help to its teachers, the multi-teacher plan has some advantages.

The increased pupil load of the teacher in the multi-teacher plan does not permit the understandings of the individual pupil because of the numbers with whom the teacher must meet. Without considerable outside help he is generally unable to provide the diagnostic testing and to make the detailed observations which are needed if the program is to be geared to the unique requirements of each Special Education pupil. The movement from class to class also limits the correlation among subject fields. Where classes move on a bell the teacher must terminate a learning experience even though pupils might benefit through extension of a given lesson.

If the primary consideration is teacher qualifications a choice may be made between the single class or departmentalization. Team teaching is one approach which gives consideration to several factors. It permits a delineation of staff function based on differences in personal interests and preparation or on the kinds of learning activities which have been planned. It also permits individual grouping procedures for the various learning tasks.

A major contribution of Special Education is based on the increased concern for the individual. The variabilities within each person show up in differences in ability, the desire to learn and in ways of learning. Differences exist within individuals as well as among them and they complicate the school organization. Our problem consists in the promotion of the greatest possible individual growth while trying to adhere to the promotion of learning within group settings. No single pattern of school organization washes away human variability or the manifold problems of dealing with it instructionally.

All students do not learn in the same way. The same individual may learn differently at different times and with different teachers. Some work best when dealt with individually, some progress when taught in small groups, others are able to make effective use of large group instruction for at least part of the school day. If flexibility in grouping for instruction is to be utilized, the school organization and instructional space must support it. Schools of the future will make increased use of the relationships among various aspects of learning. Provisions will be made for the environments which permit the use of laboratories, cubicles, instructional material centers, listening areas, discussion areas, and centers for large group presentations.

Instead of separating teachers geographically and intellectually, the physical environment of the school and the organization pattern will encourage various forms of team teaching to explore the possibilities of cooperation in working with individual and groups of pupils. The teacher's primary concern will be to identify and make available the resources and persons who will be able to contribute most to the learning experiences of children.

Improvements in equipment and techniques for communication, in school design and construction, and the developments in electronics are all exercising influence on educational organization. New concepts in space, time, and instructional resources emphasize new functional definitions of the roles of teachers and students. Students are assuming greater responsibility for self-instruction. Teachers are making increased use of instructional media. School plant development is being based on program plans rather than the prior requirement that programs be fitted into the space made available for instructional purposes.

The effort to identify a single organizational pattern which could be applied with equal effectiveness to all school systems is not reasonable. Various studies suggest that pupil growth depends upon the efforts and abilities of the teacher more than on such factors as school organizational patterns and methods. Some studies show that good teachers are effective regardless of the organization. While clumsy organization impeded the teacher's efforts, excellent organization removes the blocks to teaching-learning effectiveness by providing the flexibility teachers need in order to bring all available resources to bear and to stimulate learning.

Any discussion on the function of administration in the operation of the organizational pattern through which Special Education programs are to operate must be considered as statement in transition. There is every reason to believe that the period immediately ahead will be very different from the present. Perhaps it will be fantastically different as man becomes more knowledgeable about the causes and means for remediating various handicapping conditions, the identification of special learning needs, the development of learning prescriptions, more effective instructional approaches, and more effective man power deployment.

The administrator is the person who organized the efforts of the school system to achieve its purposes. Since the primary purposes of the school are educational, his functions have to do with learning and teaching.

The major activities of the administrator are:

1. To help the organization to clarify its purposes. He helps his own staff; he helps the commumity; he helps other members of the education team; he helps whomever he needs to help To provide this needed assistance in clarification of purposes, the administrator must have knowledge not only of the various learning needs of exceptional children, but of the total school system and the community in which he is to function. It is necessary that he have a background in the philosophy of education for exceptional children and youth because the purposes, goals, and directions must relate to this basic philosophy. In the performance of his duties, the administrator is called upon to make value judgements. Research has little to contribute in the arrival of these value decisions.

2. To coordinate the efforts of all personnel working with and for the handicapped. It is important that there be coordination of efforts of the organization, the efforts of the people in it, and the programs which are undertaken. Sometimes this coordination necessitates the definition of the job to be done. Sometimes it involves locating and employing and deploying the people who are capable of doing the job. At times it may involve the selection of persons for a specific purpose and to so arrange the circumstances in which these people work as to permit them to work more productively with one another. At times, it may require the release

of persons who cannot contribute to the responsibilities of the programs for the handicapped.

3. To obtain the resources which will permit the organization to do its job. These resources include not only the necessary equipment, furniture, and supplies but also the supportive services which are available to all other programs of the school system.

The community in which the administrator works, the children who are arriving at school, the school plant, the teacher who is serving the handicapped child - all are in the process of change. Alertness to the implications of increased knowledge and the changed community are important to the individual charged with administrative responsibilities. They require that he exercise leadership. Effective leadership requires direction and the ability to identify and work with the power structure within the organization. The success of the administrator of Special Education will bear a strong relationship with his ability to utilize the power structure for good purposes. His location within the power structure is of equal importance. The individual charged with the administrative responsibility is effective only as he has helped the total school system and the community to modify its procedures, to modify its purposes, or to modify its program. Unless he has moved the school organization to a shift in program or in procedure he may not be serving as an able leader but rather he may be maintaining the organization. I do not mean to disparge the function of maintaining the organization. Quite possibly this constitutes the major activity of many persons in administrative responsibilities. Stability is important. One does not upset people, either parents or teachers, merely to bring about change. Change is introduced only after careful consideration and the development of a rationale which suggests the indicated change. In the process, both, of consideration and implementation those individuals who will be affected by the change must be included as active participants. Maintaining an organization is important and is an administrative function which is frequently depreciated. But there are times when change is needed, or a purpose or a procedure should be modified. If one fails to arrange the circumstances leading to these indicated changes, he is not exercising effective leadership.

The responsibilities of the administrator, then, are to facilitate an environment in which children may learn not only certain concepts but also values. He employs and deploys his staff members so that they may make their maximum contribution to all aspects of the educational process and in so doing not only feel good about their jobs but also feel good about working together. He provides not only structure but also consideration. The effective leader of programs for exceptional children and youth can show consideration, can listen, can understand, can recognize that he works with people. He has an idea about where he is going; he can delineate roles and responsibilities; he can organize the efforts of his staff so that their efforts are collaborative rather than scattered. Both structure and consideration are the necessary attributes of the effective administrator.

In the organization of Special Education programs of the future, patterns of school finance must play an increased role. Increased funding from State and Federal levels suggest that the current pattern of operation is outmoded. Instead of a continuation of patterns where each school district organizes and operates identified services for pupils residing within the political subdivision, more logical locations of services to serve regionally should be developed. At times the centers of service may be located within a given community. At other times they may be so located that children of more than a single subdivision may be served.

As has already been mentioned, the values and needs for provision of services at an earlier age have been demonstrated. Too frequently our concept of service has been limited to that applied directly to and for the child. The responsibilities of the special educator must extend downward to the pre-school level. If possible, necessary services must be provided to the family from the point of suspicion or identification of an educational problem. These services cannot be limited to a single location, but must extend from the school system into the home and the community. Not all parents are able to come to centers established within schools nor are they knowledgeable about them. Therefore, some services will be provided within the school organization while others will reach out into the homes.

This downward extension of the vertical structure of Special Education need not include a full school day for all pupils and should not be conducted apart from the handicapped child's family. For example, the provision of a program of "Cued Speech" to the pre-school deaf child would include a training program for the parents and other members of the family. It is only as the child has an extension of his learning experience beyond the usual school day that he may derive full benefits.

Many handicapped children require an extended learning program if they are to approximate the academic competence of their non-handicapped school mates. This suggests the extension of the school's responsibilities to young adults.

Patterns of horizontal organization which seem appropriate for children at one stage of their development aren't necessarily the most appropriate at another stage. For the young handicapped child who has had little experience with group situations and school environment, the special class for the major portion of the school day may be suggested. As school skills are promoted and the child's level of ease in the school environment improves, he may require less time in the special environment. For many handicapped children, retention in the special class beyond the period of strong need may prove limiting. A shared responsibility for provision of learning opportunities with the teacher in general education may be indicated. For other children, the handicapping condition may suggest retention in a special environment for an extended period. The flow from the special teacher and her laboratory to the regular classroom would be individual. The amount of time per day and the extent of his inclusion in the program of the special educator would result from regular analysis of the child and his learning needs.

Recent experiences in programming for mentally retarded pupils suggest the values of team teaching. Since many of our school programs include five or more special classes we have been able to organize in a manner which permits the utilization of the special talents and understandings of various staff members. An additional value may be introduced through the inclusion of some regular grade teachers as part of the team organized to serve some of the children directed to the Special Education Division.

Team teaching is proving equally effective in work with our pupils with communication disorders and the trainable.

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Included in the concept of team teaching are not only professional staff members but also the programmed instruction and electronic devices which constitute an integral part of the learning-teaching environment.

As has been said earlier, children require a variety of learning experiences and learning locations. It is the responsibility of the Special Education administrator to develop these various locations and to make them available to the individual pupil on the basis of indicated ability to utilize each learning opportunity.

The responsibilities of the school extend beyond the promotion of academic skills. At times, the peculiar needs of individual pupils may be better met in an environment other than in a regular school building. Some pupils at a given point in their developments cannot make effective use of the physical environment of the large comprehensive schools. For such pupils the special school may fulfill a temporary need.

The search for an organizational plan which may be applied with equal effectiveness to all school situations is a fruitless one. Some children need to learn in an environment which is more formally structured than that required for others. Likewise, teachers differ from one another so that not all are equally successful in their work with children within one organizational scheme.

The organizational plan should permit the location of the learner in a relationship to the pupils and teachers which his unique needs demand at each state in his development.

SUMMARY

Special Education, as an integral part of the total educational scheme, must not ignore the organizational pattern of the program of general education. If its efforts are directed toward the integration of all pupils into the general stream of life, its operational patterns must promote the inclusion of the Special Education pupil in the programs of general education insofar as the individual pupil can be accommodated within it. Too frequently we have created sub-cultural groups through our failure to permit the kinds of integration which individual pupils could utilize.

A major focus of Special Education of the future will be on earlier education of the pupil with handicaps and his family. Rather than a protective attitude about "our classes" and "our schools" our efforts will be directed to the concern for supportive programs which will permit more children to be included in learning opportunities along with non-handicapped children. To do this, flexible programming and co-planning with teachers and administrators of general education will be required. A choice need not be made among supportive services to children included in regular programs, special classes and special schools because among our pupil populations are children who require each of these learning locations. The placement of the Special Education pupil need not be constant for his school life nor for his school day.

Programs will require extension in the length of the school day, the school year and the concept of school life span.

Population changes suggest a reconsideration of what constitutes a school district. Quite possibly the district lines should not be permanently set but should be determined by periodic examination of population changes. Patterns of finance of the schools have changed and with the increased responsibility being assumed by State and Federal government the possibility appears for organization of services on multi-district lines.

A horizontal organization which would permit the inclusion of the Special Education pupil in programs of team teaching which offer promise of dealing more effectively with individual differences, using personnel resources more effectively and challenging teachers with differing interests and talents is suggested. Within individual classrooms, whether they be regular or special, there will still be the need for organizing frequently into smaller groups of varying size and with special instructional provisions for more ease in involvement of each pupil in the various learning tasks. The size and membership of these instructional groups will change with the purpose and nature of the learning activity and the individual pupil's abilities.

The teacher in general education will require a change in her orientation and training in order that this approach may be more effective. As a cooperating member of the educational team she will require understandings about the instruments and techniques of the diagnostic process, the procedures of the special teacher, the shared responsibilities for individual growth, and the values of coordinated planning and programming.

Newer concepts on school plant planning and the provision of various machines which promote learning have changed the learning possibilities in the general environment of the school. Full time enrollment in special situations is not the life time requirement of many children for whom special education has been required to assume responsibility. Our patterns must change. Education cannot muddle through in the traditional setting in the traditional way while the rest of society promptly employs new technological resources and reorganizes whole industries on the basis of their use.

The press for efficiency which is represented by this conference on organization and administration of special education is in keeping with the times. A comprehensive study of the entire instructional program of the schools, including Special Education will demonstrate that technological developments such as TV, tape recordings, teaching machines, language laboratories, films, and film strips are making marked contributions to the curriculum. Computers are being used for a variety of purposes. New school buildings reflect the best current knowledge about learning and aids to learning.

It must be recognized that any decisions at which we may arrive as a result of this conference will of necessity be temporary. We must ask ourselves, have we identified the right questions which must be answered? The right questions are those which lead to thoughtful consideration of the facts which are pertinent to the intelligent solution of our educational problems. But even as we are arriving at decisions regarding the organization and administration of Special Education, some of the right questions and right answers are changing. Only by a continuing examination of our role and function and through constant attention and awareness of the changes and shifts in the determining conditions can we be responsive to the needs of individuals and the society for which he is being prepared.

It is anticipated that one will find points of differences among the four position papers prepared for this conference. Quite possibly the reactors will pose factors which we have not given due consideration. Each of us will focus his attention on some elements which are reflective of our own backgrounds and orientation. The iconoclasts may challenge tradition; the conservatives among us will cling to patterns of the past until suggested innovative patterns have been validated; parents and students may demand an increase in quality of each of our programs and offer cooperation toward its accomplishment. Change there will be because nothing is static for long. But with effort and imagination our patterns of organization and administration can culminate in improved heights of excellence.

Editorial Note

What follows is the continuation of the substance of the two-day conference at Atwood Lodge.

THURSDAY MORNING SESSION, MAY 9, 1968

Mr. Sam Bonham: The next person that I will introduce is a relatively new friend. I have learned over the past three years to respect the effectiveness and the role of the professional organization. Mr. William Geer and the Council for Exceptional Children have demonstrated the most desirable aspects of what such an organization can mean to the profession.

Mr. William Geer is the Executive Secretary of the Council for Exceptional Children, a national organization of the education and related professions primarily interested in the special education of exceptional children, with its headquarters in Washington. Mr. Geer was born in Birmingham, Alabama. He attended Wabash College and Indiana State University. His long and distinguishing career in special education includes serving as a consultant to the Tennessee Department of Education in Nashville, Tennessee; Supervisor of Special Education in the city of Nashville; Assistant Service Director for Speech and Hearing Therapy, Crippled Children Service, Tennessee Department of Public Health; Head, Southern Regional Program for Education of Exceptional Children, Atlanta, Georgia; Regional Program Associate, Southern Region Education Board, Atlanta, Georgia; and since 1961, Executive Secretary of one of the most effective National professional organizations in the country. Bill Geer.

MR. WILLIAM C. GEER: Thank you. I will join Dr. Essex in appreciation of your kind introduction. And Dr. Essex, we certainly appreciate your giving us both your considered advice and some good, sound operating principles. Many of your comments should be accepted as axiomatic in dealing with children. You certainly show that your excellent background on the international and national scene and in many parts of the State has given you the kind of viewpoint we like to hear.

Having evaluators react to the several speeches to be presented is one of the best ideas I have encountered in a conference. It may be better for us who present papers than for the rest of you participants. I think we will hear you tell us some of the things we have left out, some of the places where we missed the point, and perhaps others where we need to sharpen up a bit in what we are doing at home.

Let me start by talking about the national legislative and administrative scene to which Dr. Essex referred, and with which most of us are now to some extent familiar. The Elementary and Secondary Education Act, and particularly Title VI, is creating a context, or part of a context, in which your deliberations in this conference will become most important. Those who worked on this legislation, and that includes people from all over the country, including Ohio, did not realize at first how important to the welfare and education of exceptional children the Elementary and Secondary Education Act would become. Now, however, we know that we have had much good help from Title I. This conference is a demonstration of what Title III can do. I am sure that Mr. Sam Bonham's staff reflects what Title V can do. The operations in libraries and instructional materials centers reflect Title II. And those of you who are doing research may also show what Title IV can do. All parts of the E.S.E.A. are having major impact on the special education of exceptional children, as was intended by the Congress.

Title IV was our title, the one we in special education, working with the Federal Congress, pulled together and brought into being. The Congress, as pointed out earlier by Dr. Essex, did agree that exceptional children would benefit more adequately and more extensively from more clearly defined programming, and that finally an administrative structure had to be recommended and included to accomplish this design.

I am sure that our experience is similar to that of many state, regional, city, county and other local school administrators over the country, and of national administrators. The initial administrative structure, somewhat hurriedly designed to administer the Elementary and Secondary Education Act, reorganized the Office of Education into a structure based primarily upon the titles of the Elementary and Secondary Education Act. Not properly done from the beginning, it created a Gargantua which no human being could be expected to effectively administer. In a bureau the size of the Elementary and Secondary Bureau there were manifest inequities of many kinds.

The reason I am briefly recalling the history now is to point out a mistake which should not be repeated in any state organization. As you consider the design of administration for special education programs, keep in mind that any administrative unit in a program must have visibility and it must have cohesiveness. That is exactly what Title VI produced within our field at the Federal level.

It is now only a little more than a year since the Bureau for the Handicapped was organized. Already the effects of a well-trained and dedicated staff under the direction of Associate Commissioner James Gallagher is indicating that we were dead right in insisting on a distinct Bureau. Moreover, you have not seen anything yet like you are going to see in the next few years, as the plans and the design of administration for programs for the handicapped, and hopefully, the gifted, will emerge from the Office of Education in Washington.

I join with Dr. Essex in commending the leadership there, and at the same time hoping that a proper balance can be maintained in the expenditure of funds. I am one who believes that Federal leadership and in some instances, direction, and certainly consultation, is very important. I have visited in 48 of the 50 States in the last seven years. Believe me, every State is not organized as well to do the job in education as Ohio is. Some states are still struggling with a fundamental organization to give the rudiments of education to the people in those states, and the consultation and the developing and organizing effects that can filter down from good consultation are necessary.

Further, I would point out that as we are able to find needs and to exhibit them, the Federal Congress seems inclined to respond. This year, by design, the Council for Exceptional Children decided that we had reached a point where our efforts should be channelled toward securing financing for all of these new programs. The results promise to be impressive. Within a ten-year period of time, the Federal share of educating handicapped children has grown from just a little over a million dollars to what hopefully will be in this year's appropriation, including the amounts that are appropriated through Title III, over a hundred million dollars. That prediction seems reasonable to me. I have been fairly safe in the past in making predictions, knowing full well that the people interested in exceptional children and their education would surpass them.

For example, I predicted about five years ago that this year the C.E.C. would have grown to 25,000 members. It has grown actually to 37,000. I predicted a few years ago that legislation at the Federal level would by this time have produced $75,000,000. That one has been surpassed. I am going to make another prediction and watch that one proved wrong ten years from now. Ten years from now there will be over two billion dollars of Federal money going into special education. I am confident that that may be a conservative view.

For example, this year we had called to our attention two national needs to which the Congress was ready to give new consideration. One was mentioned earlier: vocational education. The 1963 Vocational Education Act theoretically included provisions for the handicapped. Actually, in a few circumstances, it did. But here again, even though the intentions of Congress were good, there was not real impetus, no real motivation built into the act, so little real progress was made with vocational education for the exceptional on the basis of that 1963 Act.

This year, the Council for Exceptional Children presented to the Senate and to the House, a paragraph to be introduced into both bills. The amendment provides for special vocational programs for the handicapped, to be funded from additional appropriations in the future, certain percentages going to the disadvantaged and the handicapped.

The CEC is bringing to Washington a small committee of special educators and others knowledgeable about vocational education for the handicapped to help prepare a statement which the Senate and House have requested to go into Congressional testimony so that a record may be established supporting the amendment.

Also the Council has started work with appropriate Governmental agencies trying to bring into perspective what we now know about vocational education programs and to create a structure to improve and extend vocational education opportunities to handicapped children. This is a development you should watch with interest; whatever your organizational and administrative pattern is, it should include a provision appropriate for the vocational education needs of the exceptional.

The other program which seems likely to pass this year (and if not this year, it will be prepared for another year) is a new act already introduced both in the

House and Senate on early childhood education of the handicapped. Senators Wayne Morse and Winston Prouty introduced it in the Senate, and Representatives Hugh Carey and Al Quie in the House of Representatives. Morse is from the Democratic side, Prouty from the Republican, also Carey is Democratic and Quie is Republican, so this means that it is a bipartisan effort. (Note: This measure became law September 30, 1968.)

I do not know what these proposed amendments and acts will ultimately provide. Certainly they add to the context in which we work, and they add to the context of our planning. We must plan from the cradle to the grave for the special education of exceptional persons. If we do not, both long and short range planning will be neglected or done in a less satisfactory way by others.

Sometimes when we get our administrative pattern set, we think, "Well, now, we ought to go ahead and operate that way for awhile. The hardware that we have in it, and the software ought to be operated for awhile, at least until it wears out, before we change to anything else." We cannot affort to have this approach in the modern world, with a technology making changes almost by the minute.

We must apply contemporary management thinking to education in many different dimensions. To use an example, in office equipment, we had a hand letter opener which could open one letter at a time. A few years ago we did a time study on the time required to open our mail, and found out that in two years we could more than pay for an electric letter opener in time saved. I suggest that we use a similar approach in many instances in special education. Sometimes even though you have to spend more money now, you might find it costs less than if you use a less efficient way.

One matter that plagues us all is the classification system for pupils in special education. I think there is nothing now existent that we would want to crystalize. Historically there have been many changes. Not many people realize that in the 1920's an organization of special education might have looked something like this: special classes in schools for the blind, outdoor classes and opportunity classes. Later we added other discreet terminologies. I remember the screams heard from well-meaning people when we started using openly the term mentally retarded. "Oh, you are branding those kids; the parents will run and hide them; the people will not have any respect for them!" Yet, we have now the mentally retarded classified into educable, trainable and custodial and in other ways also and it has become publicly accepted. Even this classification, though, is not completely satisfactory for special education purposes.

During the recent Professional Standards Project of the CEC we had feedback expressing concern from very important and able people.

"Please don't publish that document," they said. "If you do, you are going to crystalize the categories of types of special education and certification of teachers in such a way that we will never recover from it."

We had an obligation, however, to put something together to show where we stood, so we went ahead with the understanding that we would try to see that the dialogue continued. It has been continuing and it still continues. At least we are defining more and more the dimensions of professional standards and special education programs as we go along.

I would predict that within five to ten years, there will be an educational classification system that differs from what we now have. In five or ten years after that, we will have something even more different. I hope we learn more and more about how children learn, about what their problems are and how they should be classified. We will finally determine that there is no end to evolving better and better classification systems for children.

Another problem arises from the tendency on the part of some to assume that all children with mental, emotional or physical exceptionalities are automatically handicapped academically. I suppose in the public mind a crippled child would automatically be expected to have some learning problems. That is not necessarily true at all. Among children with emotional problems, there may be pronounced academic problems in certain manifestations of emotional disturbance. But many children who are emotionally disturbed may be tops academically, as witness a high school senior I read about recently who graduated with honors from high school, and a week later committed suicide.

The kind of thinking that equates physical, social or psychological exceptionality with educational handicaps is very misleading and it must be dealt with realistically. We must realize that for any child exceptional or otherwise, we must perceive how he is operating educationally and determine what he needs. Perhaps he needs intensive special education. Perhaps he needs little or none. That can be determined only by an educational diagnosis, not by medical, social or psychological study alone. Today one popular concept is that we must design educational interventions for children. Certain interventions may with some minor adjustments be adaptable widely to children; others may need to be designed individually, particularly when we get into some of the more difficult problems.

I must comment also on the possible effects on organizing special education if we are to recognize demographic regions or areas which differ from the established boundaries of states and other political subdivisions. There are, of course, a number of emerging, and already operational conceptions of this kind.

First, let me say that topography, geography and climate, and perhaps many other elements are factors in considering how a State or a locality can organize its education system efficiently.

Just a few weeks ago, I was in Anchorage, Alaska. One must go there to fully appreciate the problems in that State in educating children. You have all the way from isolated bush teacher who teaches two or three children (and there may be a retarded child among three) to a well-established school district like Anchorage which has a well-organized special education program. Certainly geography, economics, climate, and other factors play important parts in planning the organization and administration of special education, whether in Alaska, Ohio, Puerto Rico, Hawaii or Wyoming.

Some ideas however, have broad applicability to the organization of school programs to serve exceptional children. I would underscore, for instance, a principle that Dr. Essex stated. Keep special education a part of and not apart from the total school system. There may be some instances where some degree of separateness is essential for a time for the benefit of the very children whom we are trying to keep in the mainstream. But that does not negate the principle.

One of your speakers, Dr. John Kidd, who is one of the administrators in the Special School District of St. Louis County, will later refer to a school system for the handicapped and for vocational education which actually covers 23 school districts.

In your neighboring State of Michigan the concept of intermediate districts, which sometimes cuts across two or three counties or more, depending upon the nature of the population and its problems, is another kind of organization. The Michigan intermediate district is entirely for the education of exceptional children.

In still another State, Wisconsin, there are districts within the State that deal with all of education for certain counties or units included in the districts. Special education is a part of their concern, but it comes up for consideration whenever it is necessary.

In New York, there is a plan called BOCES (Board of Cooperative Educational Services). Under that plan several counties may join and operate cooperatively the kind of program that Michigan has for special education and Wisconsin has for all of education. But in New York it is confined to certain specialized kinds of services.

Illinois has a relatively new law requiring mandatory planning for handicapped children. There is a difference here in mandatory education and mandatory planning. The school system must plan, and in planning, there may be districts formed that include several counties.

Moving away from the local school level, there are some other emergent types of planning. I worked at one point with the Southern Regional Educational Board's Program. We had a project in the 16 Southern member states concerned with exceptional children. We were working on certain problems which, while perhaps not peculiar to the South, certainly existed there in serious degree. We were trying to arrange regional training programs for the professional personnel in special education. We also were able to arrange reciprocal teacher certification. Regional planning should be considered when there is a need for it.

The concept emerging out from the research and demonstration program of the USOE Bureau for the Handicapped of regional instructional materials centers is also important to note. There are now 14 regional centers over the country that have been set up to at first begin servicing, then later to branch out to subcenters, and finally, create a network of services for disseminating instructional materials. Such a scheme cannot help influencing the total organization of special education.

Another program passed by Congress last year, but not yet operational, is the concept of regional resource centers. Here, children who are hard to diagnose and difficult to plan for can be taken for such periods of time as are appropriate. All of the professional people necessary to reach decisions and to plan programs will be consulted. Undoubtedly, out of that kind of arrangement we will have new programs for the deaf-blind and for other categories or combinations of categories which are difficult to define and difficult to plan for at local or even state levels.

Now, one other observation about technology. We have not seen anything yet about the application of some of the instruments that are not known to us. You are undoubtedly aware that after the Comsat Corporation was formed, Congress also approved a public education satellite. Do not be surprised if in the next few years one or more satellites, peculiarly designed for the use of public schools and private schools will be launched. That is one dimension of technology.

Another dimension is in the area of the use of computers. I know that some of our comprehensive high schools need computers to teach computer operation, but I really doubt that the local school is the best place to secure computer services for specialized functions. Perhaps we can purchase those more economically and get better expertise in operating them than we can provide from our own resources.

In the short period of time we have been involved in the use of computer services, now about four years, we have operated the computerization of the Educational Resources Information Center for the Handicapped operation, through North American Aviation's computer service as have all the other ERIC Centers.

For our State special education legislative project, we use the computer facility of the Automated Law Research Group now at the University of Pittsburgh.

In still another part of our information center which is working with the 14 Instructional Materials Centers across the nation we plan to use the computer services at George Washington University.

For our membership processing, after careful consideration, we are now using the Air Force Association, because it has an organization like CEC. It has a national organization; it has state groups, and it has local chapters, as we have.

Finally, we are using one other corporation, the Auto Comp Corporation, which is doing work for a number of national commercial firms and publishers. I tell you about this experience to make a certain point. When you go into the design computer service be careful about securing properly designed services.

Last fall when we announced that in a few months we would be producing a directory of teaching education, we sent out questionnaires to colleges and universities all over the country. They sent us the names and data that we wanted, and this was fed to the company. After awhile, the print-out of that data came back. There were some errors. How some of them happened was not understandable. Something was wrong with the system. When we presumably corrected the errors and ran the data through again, errors appeared again with greater frequency.

We then had a conference with management of the Company. They pointed some errors in program and design which would need further correction.

This company is not unreliable. They do some very respectable work for other firms. They now feel they have unbugged this process, so we are going to start all over again. I feel confident we will finally come out all right.

Be careful that you get the service you need. That may require the development among us of people who understand data processing systems who know ahead of time what they want out of these systems and have some idea of how to get it. I look for some development of our own special education computer technicians for managing our problems in education.

I want to comment briefly on systems of evaluation and planning. Specific reference is made to two; the PERT (Program Evaluation and Review Techniques) and the PPBS (Program Planning and Budget System). These are proving to be very useful. The PPBS, originally designed for the Department of Defense, is now being used by all Government Departments, and they are being asked to present their budgets in the PPBS form that is planned so it provides a projection through the years about what they are going to need.

Systematic programming of all that we do is essential in education The success of industry has demonstrated to us that this can be done in very detailed and minute ways. We need to devise out data collection systems so that we can get what we need and put it into the system and come out with reasonably accurate predictions for as much as five or ten years ahead. Of course, there always has to be built in an element of flexibility so that if some sociological or other movement changes things, that could be programmed into the systems in the future.

Another thing I want to comment on is the organizational pattern of societal systems that are closely related to the special education enterprise. Not only do we want to remain a part of and an integral part of general education, but we want to be sure that our influences and our arrangements properly reflect the competence, the expertise and the assistance which other organizations can provide to us.

Recently, the Department of HEW has been reorganized. There now exists the Social and Rehabilitation Service, which in many of its programs has a close relationship to what we are doing in the Office of Education in the Bureau for the Handicapped. Up to this point, I think we would have to regard the arrangements between Special Education and Vocational Rehabilitation as being somewhat superficial and adventitious. In other words, they do not really get to the heart of analyzing from preschool days on through school years what vocational competency should be developed and how at an appropriate age this should be merged into a rehabilitation program. Only as money from vocational rehabilitation becomes available, and a willingness on the part of cooperative staffs has this happened.

Now, with our vocational concern, we should begin to have much more cooperation between these agencies. If these agencies are to continue to exist separately, and I think there is adequate reason for them to do so, their efforts, as they merge on a single element of a problem, ought to be brought together effectively.

At this time, at the Federal level, discussions are going on between SRS, OE, the U.S. Public Health Service, the Department of Labor, and others. Don't be too surprised down through the years if more and more cooperative arrangements develop. What would happen, for example, if there were to be created a United State States Department of Education? That is a definite possibility. As expenditures for education become greater, and as educational expenditures become more persuasive in all of the departments of the Government, somehow the Congress has got to bring these things together in a meaningful structure.

I am of the opinion that the present HEW structure is not adequate for that. Some day there must be a U.S. Department of Education at the Cabinet level. I know the NEA (National Education Association) position is in that direction, and so is the AASA (American Association of School Administrators), also the Chief State School Officers; that is one point they are all agreed on. And there are signs that

Congress believes it too, because for the last five years, bills or parts of bills have referred to a Department of Education.

It may come faster than we think. It is therefore necessary that we consider the elements that ought to be placed together administratively. Let us be sure we in special education get to the right place though, because there are certain elements which would not want special education to be a part of the general education program. I can assure you that if some were in charge we would be shunted off to ourselves.

A further point I would like to make is that special education administrators of the future and the present, as indeed many in the past have been, must continually be at the mission of interpreting to be sure that general education administrators understand what our needs are, and why we are going about things like we are. I should like to refer in this connection to an old friend and a very respected colleague who retired ten years ago. This gentleman was a supervisor of special education for a state department of education in the 1940's. When a general administrator who was his immediate superior did not understand and didn't even care how the program for exceptional children progressed, this gentleman went back to him again and again and cajoled, persuaded, sometimes threatened, and occassionally had to go above his immediate superior to obtain necessary rulings for developing the special education program.

Administrators must recognize the existence of those qualified persons who work under them. They ought to let them frame the programs that are needed for children. I am sure Dr. Essex recognizes that principle as demonstrated in your planning here. We must have administrators with sufficient intestinal fortitude that they will not be permanently deterred by some person who does not understand what we are about.

Now, finally I have a comment on the new look in administration to which Dr. Essex referred, and he used a very excellent term, administrative management. The posture of administration until fairly recent years, and still in some school systems and states, was administrative direction. Administrative management is a term that must recognize that throughout the school system there are teachers, supervisors and others who contribute ideas, contribute to planning, and who can help to make decisions that later will be much more acceptable than if they are made without the knowledge and expertise of those professionals. Like industry, if you will, we must study all of the alternatives available, make careful analyses, and then make program decisions based upon all of the evidence. As industry has learned, employee suggestion boxes produce the very best suggestions that they get. In my dealings as an administrator of special education on the state, local, regional and national scene, I have at no time deviated from the principle that one of the best sources of knowledge about what we ought to do is the teacher or other educational professional person who is working directly with the children.

At the convention of AASA this year, I listened to one of the television programs which dealt with negotiations. You know, this is really a live topic wherever it appears, both for teachers and administrators, and a good one, and someday we are going to have something real good out of this. But one administrator appearing on the panel made a statement "What do teachers know about architecture?"

I began to analyze that statement and I thought, "Well, the teacher is the first to determine whether the room is well lighted enough for the children. The teacher is the first one that really finds out whether there is sufficient light for the pupils. The teacher is the one, if the heating plant wasn't properly installed, who first sees the children nodding and sleeping when the room gets too warm, the one who first notices that their attention is directed toward trying to get warm when they are too cold. The teacher is the one who knows whether there is enough space for the grouping of children in various activities they need to have." Really, I would not want a better source for advice on architecture and how to devise about it than teachers. So here's a parameter of administration which is developing. The school systems who use this approach have found it to be a very great resource tool. In time, school systems will all have good administrative management, which will utilize all of the resources, all of the expertise, and all of the knowledge.

I have attempted to add in significant ways to the paper I prepared and which has already been distributed to participants. I appreciate this opportunity to meet with you and I look forward to additional discussions later.

MR. SAM J. BONHAM: We could not have had this Conference without the help of the Stark County Special Education Programming Center. All school districts, city and local, jointly organized the Center as a Title III project. Dr. Raymond Drage has given great leadership in Stark County to the Center and to special education as part of his responsible position as County Superintendent. The County Board is fiscal agent for the Programming Center. Let me recognize and introduce Dr. Raymond Drage.

DR. RAYMOND DRAGE: Thank you.

MR. SAM J. BONHAM: Now let me introduce Dr. James Conner, director of the Special Education Programming Center. Dr. Conner and the Center Staff are demonstrating a new concept in the organization of special education, a center for planning, forecasting, and development, in short - a "think-tank" for the special education administrators and teachers of the districts which are members. Please stand and be recognized for your help in planning and developing this Conference, Dr. Conner.

DR. JAMES CONNER: Thank you.

MR. SAM J. BONHAM: The next man really ought to be introduced by Dr. Ray Horn, because he first invited Mr. Marvin Beekman to come to this State a number of years ago. Some of you will remember his presentation at Kent State University. More of you will remember him as the luncheon speaker at the Cincinnati Meeting of the State Federation of CEC. You remember the challenge, the enthusiasm, and the dedication that he presented to us. I remember that as one of the highlights in my life in the Division of Special Education.

Mr. Beekman, I am happy to report that today there are 2,000 educable mentally retarded youth working in this State, and as Dr. Essex indicated, they will earn in the community over $3,000,000. You had a major share in providing the leadership to the development of it.

Mr. Beekman's training has been in special education and rehabilitation counseling at Western Michigan University and at Michigan State University. He received further education in rehabilitation with the New York Institute of Rehabilitation. He has 38 years of professional service for the exceptional, including 20 years as a teacher of the mentally handicapped, 17 years as a Director of one of the outstanding school programs for exceptional children in the United States in the Lansing Public Schools, and recently, the newly-appointed State Director of Special Education for the State of Michigan.

Mr. Beekman, it is a real pleasure to have you here.

MR. MARVIN E. BEEKMAN: I always seem to find a friendly place when I come to Ohio. As some of you know, I have spent my life struggling with stuttering, and if there is one thing a stutterer can't do is read a paper. So I was pleased when they said, "Don't read your paper," because I couldn't have read it anyway. But it does lead to many interesting problems.

To be honest, I had an awful time trying to get a paper together. There are some very interesting things that I would like to talk about with you if I could. Some of them will relate back to my comments in my paper. After hearing some of the issues Dr. Essex raised, I cannot help but feel somewhat the same way. A move into work in a State Department of Education is quite an interesting move for a "maverick" in education, as I have been called. Having seen our work from as many perspectives as I have now, I am more convinced than ever that a good share of the problems of special education are really problems of the people that are in special education. I am convinced many times that we do not have the courage to move ahead, because somebody else has not done it.

We do not see creativity really taking place to solve the problems at the local levels. There are little innovative areas here and there, but where the real guts issues are and in the bread and butter services for children there is too little creativity. Let me give you an example of what I mean. I have always viewed the State Departments of Public Instruction in this country as bookkeeping operations. I am the last one to keep books. I have a definite feeling that if we cannot create and establish leadership positions within the State Office and get rid of some of the bookkeeping, our role is a misplaced one. We do not need expensive people up there to keep books.

We hear a great deal about the need for changes. But I sometimes think the people that squawk about changes the loudest are the last ones that want a change, and I am including universities. We should all be getting ready for the day when we are going to begin looking at serving the children with educational problems, no matter what the medical diagnosis is. We have had an awful time getting university people to think that we can train people without having a whole list of courses in every area. I am saying that part of our training problems result from problems of rigidity that have come through some of our past training, and some by lack of creativity among ourselves who do not have the courage to step out and face the issues.

I am convinced that unless we do something in the area of changing attitudes of professionals, we are not going to serve the problems of handicapped kids, no matter how much money the Federal Government dumps in our laps, or no matter how much money the State wants to give us. The problem of attitudes is here. It is a realistic one. A good question is: "Why do we have to have special education and extra financing in the first place? They are still God's children and they are still a part of the community." I defy you to find a Constitution of any one of the 50 States that does not guarantee the educational rights of children, and it will not say, "The chosen few."

We did a little research and a little experimentation, a few years ago, in changing attitudes of general educators. The first session was for 15 teachers. We talked about understanding kids that are different, and we projected on the screen a whole series of famous people, and then we said to them, "You pick out the handicapped of this group." As you can guess, we had some good discussion on that matter. In another session, we showed slides of income tax returns, and had the teachers pick out the income tax returns of the handicapped youngsters. None of them guessed, because the biggest majority of those we had were our kids out of the work experience programs. They were making a thousand dollars more than beginning school teachers.

The problem of built-in attitudes of educators is one that is stymiing us. We face the same issues in the innercities and we are still dumping millions in and I have not seen a great deal of meaningful change in educational programs.

I feel that someplace in this nation we have to make a wholesale attack on attitudes. The problem is complex. For example, we raise money from private organizations by showing the pitiful side of the disability area, and tomorrow turn around and say to industry, "He's a capable worker; you hire him." What about our own integrity under those circumstances?

Maybe we should spend all of the Title VI monies in changing attitudes of general educators. We might accomplish more than we ever would by dumping it into the firing line at this point. Somebody should create and develop some in-service training courses that would interest and attract teachers and change attitudes. I believe in behavioral changes, and I think we need a little work in this area.

As to some of the areas that face us in educational planning, I would like to share with you some of my thoughts involving these to a further degree than I have stated in my paper. First, let me mention the regionalization of services. Our own State moved into regionalization with intermediate districts in 1952. Two things were done. Authority was given for the establishment of intermediate districts. And Michigan allowed an intermediate school district to raise a tax millage by a majority vote in support of special education. That was done to provide funds to pick up the differences in cost between State financing and local financing, and monies to construct facilities. The intermediate district spread across the State of Michigan, until today there are only five counties left without a special tax millage, and I hope by the time I get home we will have only three left.

The intermediate district has accomplished a number of things. It has given leadership to small districts that couldn't afford the kind of staff and services. It formed a nucleus to give cooperative patterns to small districts to work together in the solution of problems. The intermediate districts did not move into operating classroom patterns; the conduct of special education at the teacher-pupil level is at the local district level, with the intermediate office taking on more of the leadership roles that could not be afforded at the local level of operation.

The intermediate district gave one of the greatest boosts and spurts to serving the needs of exceptional children that we have ever witnessed in Michigan.

This has been a long struggle, and many little empires have risen and fallen. Michigan is still facing the question of who is going to have authority and responsibility for what: the local, city, or county superintendent or the intermediate office. As regionalization becomes more of an issue within the State, there is no question but that many feelings will be hurt on the road as we go along. But regionalization must take place if we are going to keep pace and give the kinds of services needed to make the difference between success and failure as far as the education of exceptional children are concerned.

The advantages are many. It made available to the small school a reliable person with knowledge and background in the area of special education, a person readily on call. It provided a mechanism where a local district not big enough to support one particular kind of special education could ask the intermediate district to work out the arrangements with other districts in whatever ways necessary. It provided the means of better educational diagnostics, and it also has the potential which I hope to capitalize on, to make these offices extensions of the Department of Public Instruction.

Let me say something now about administrative management. Last year I learned that my office was sending out over 167 pages of forms to be filled out by local districts, and that was only one of many reports we were requesting. We used one of the techniques talked about by Dr. Essex and Mr. Geer, of hiring a managerial type, and we cut the 167 pages down to five. I am going to be able to get rid of about 50 filing cabinets that have been collecting dust for the last twenty years. That will be a saving of space, and we pay $6.81 a square foot rent for space. Secondly, we are going to give more time to people to do some creative work and give supportive help instead of filling out forms.

I agree in this whole area of decentralization and leadership, that must begin moving and examining many areas of operation. Whether you move to more independent operations or whether you move to a regionalization pattern, someplace in this avenue of approach, we must be able to present both from within the State Departments and from the local level, a method of simplifying the ways of giving educational services to exceptional children.

I would like to talk about another thing that must be of concern in any new organizational or administrative pattern. I called it diagnostics, but I should have called it educational planning. If we are going to provide the kinds of things that we need -- and I think the day of head shrinking has gone by -- we must provide the mechanism someplace for an educational planning team. If we are going to move towards good, sensible educational planning, it takes a lot more than a psychologist. Somehow the State has got to help support the needed kinds of clinical teams. Also, we must move forward on our regionalization, because if we are going to get these services to the outlying districts where the good Lord placed more trees than kids, we have to move into some type of regionalization for or educational planning teams. I look at it more as an educational planning team than coming up with some psychological diagnostic score.

We have just moved into a pattern now of supporting diagnostic teams personnel with State finances to push this effort forward. When an intermediate office or a big enough school district can show us the type of personnel they are using on this professional team, we are going to support it with State funds. Thus we will know a little more about the kind of educational planning being done for exceptional youngsters.

I want also to reinforce one thing about the problems of instructional material centers. I am tremendously interested in the growth and the interest in these areas of operation. But the development of instructional material centers is useless unless you get the materials and the know-how to the firing line, to the child. Providing the materials for the teacher without help in the use of it is a waste of time and effort and money.

And I would like to stress this point: I think here is an area again we have to watch very closely. I can take you to many places in Michigan at the present time where the shelves are loaded with materials, and they never get out of the packages. Not only do we need to give directors of special education and superintendents help and understanding, but we have to get it to the firing line. And I don't think we can do a good job with instructional materials centers unless we develop some people that know how to deliver the goods right at the local level.

I want to mention here another thing under a great deal of discussion across the nation. We had better look about for some way of handling the special education problem from the beginning, and not devote all our energy to remediation later on.

We are examining very closely as to how we can get a well-trained individual with the background knowledge about behavioral deviation problems and learning difficulties into the preschool and elementary level of supportive roles for regular classroom teachers. We have done some experimenting in this area. I think you will be seeing this type of usage of skilled special education teachers will be growing. The new regular classroom teachers coming in are not going to have all the background, the knowledge they need on the problems of learning today, to be able to supply that need without somebody there to give them the kind of help, the support and the proper materials.

Unless we get in at the beginning, at the very earliest level of operation, I think we are standing still in special education. We are tremendously interested in special education staff and its supportive role to regular education, working in the framework of early childhood and elementary education to give the help that is needed. I think we have not really touched this area of operation yet in special education to any great extent.

I have been on a soap box since 1952 on the problems of work experience. Helping the child move from the school to the community is our responsibility. Our followup studies have showed some of the things we believed in back in the early days of work experience were true. I was most pleased a week ago when I saw Dr. Marie Skodak honored by the Kennedy Foundation for her studies. Marie was the one who used to say to me, "Don't believe all you have read; keep moving on this area of operation."

But we have learned that just work experience is not enough. Work patterns for the handicapped start in the early elementary schools. You cannot develop good work habits in constant failure situations. Sure, vocational orientation starts in the early years. We did a study of 20 youngsters who got fired because of always being late on the job. We found when we looked at these 20 kids, that the same patterns were established and going on already in the elementary school, a pattern of school tardiness. The same pattern was there. We as educators helped create some of the problems.

As learning and work skills develop in these children, I think we have to move into a cooperative role with vocational education. And we must express some points of view strongly and persuasively. For one thing, we must avoid developing segregated training classes. I think the time has come when we should recognize that there are many job levels in all industry, including many of the engineering firms. As we establish vocational training centers, we should establish a curriculum that is geared to job level training, and I believe that we can train an expert automobile mechanic and a grease monkey and a car washer in the same shop without having to establish separate million-dollar units next door to each other.

This is going to take some changes in vocational attitudes, again, in the training of teachers. It can be done if we step in early. And a good place to start is on joint curriculum development with special education teachers and vocational educational teachers.

I would like to jump to another concept that I think has tremendous implications, comprehensive training facility services for the severely handicapped. We are seeing in Michigan a move towards serving the severely handicapped, both physical and mental, in a comprehensive facility under the echelon of education. In any lifetime span of the child, child services will be in one place. This kind of program is supported jointly by a mental health grant from within the State Department. In areas of operation that are not the responsibility of education, the mental health people allow education to carry its administrative authority. It's a tremendously interesting experiment, service from the womb to the tomb, from life to death. One is ready to open. The second is ready to start in construction, and we even have a small one in the backwoods area that is ready to go.

I want to speak too of another area that is going to cause education one of its severest problems in the future and special education particularly, the question of educating disturbed children. We should refuse to try to develop programs for the disturbed on a foundation of mediocrity, as I fear we have done in other aspects of special education. We have seen an effort to move in another direction, recognizing that behavioral change is in good part a consequence of educational planning. So, we are seeing another development taking place. Under the auspices of education we are seeing supportive mental health services carry their load in centers where we not only have teachers but we have all the supportive mental health services available there to these people, under the direction of education with educators calling the shots. I could take you to 60 pupil school centers in the State of Michigan where a full staff of educators is complemented by a full-time psychiatrist stationed within the school, registered nurses, two full-time psychologists, two full-time social workers, occupational therapist and 12 teacher aides. We can conduct the program at less than a tenth of the cost of treating the children within a State hospital framework, and we are producing about the same kind of results at around a 34 percent level of return. We can change a behavioral pattern of children through special education. In this kind of operation, I think we should begin seeing that mental health gets in with us and we do the job together.

It is a fascinating experiment. Everybody said it could not be done. It is being done. The only thing that makes me mad, I guess, is that we as educators gave away the most prized possession we have as educators to a group of mental health people, and now they don't want to give it back to us. But I think the time has come when we can begin looking at it as combined effort.

The last point I want to speak of is one that has always been of great interest to me, the area of vocational rehabilitation. We have struggled with this issue for many years. Here again is a place we talked about a wedding that's never taken place, really; but I'm convinced a wedding can take place. We have just arranged in Michigan to put a vocational rehabilitation person supported by vocational rehabilitation funds in the territory of special education under our supervision, and it has showed some interesting things. It has opened the closed doors of public schools. We do the supervising, and we are seeing youngsters going into high school in our area where all of them are getting good physicals paid for by rehabilitation, right across the board. We are seeing the vocational rehabilitation person working with our job placement people in the area of the handicapped; our people carrying the load, and the rehabilitation counselor there. We are seeing the collective rehabilitative process that needs to be done taken care of financially, and we are seeing vocational rehabilitation personnel most happy, because six months after the children leave school, vocational rehabilitation closes the case and takes credit for the placement. We have the service for the kids, we have the financing for the kids, and we share the credit. It is an interesting pattern, and it is producing results.

If we look across agency cooperation I believe good solutions are in sight with the support of Federal money, and with each of us being secure enough to say, "Look, we don't have all the answers to the problems; they are not the sole problems of education, they are the total problems of the State of Michigan, or the State of Ohio -- combining the cooperation of mental health and any other agencies that you have to work together." The time is arriving, too, when taxpayers are not going to allow you and me to be selective of the kinds of kids we can serve. We are not as special education people going to be able to sit around and talk about, "Should we serve them?" I think we are going to have to begin talking about how we serve them. If we do not we are not going to have Title VI money back of us too long. The day is gone by when there can be special education for selected handicapped children and not for all exceptional children. So, have faith. Really, the job to be done is just starting.

THURSDAY AFTERNOON SESSION MAY 9, 1968:

MR JOHN AUGENSTEIN: It's certainly a privilege for me to be in the group this afternoon and be asked to be Chairman of the afternoon session.

The area of special education has become of great interest to me. It was first introduced to me by Dr. Tom Stevens about three years ago. Since then, I have had a continuous in-service education program by serving on the Planning Board of the Special Education Programming Center with its distinguished members who are specialists in the area I am enjoying the opportunity of being here with you today to share in the expertise of the distinguished guests.

Our first speaker this afternoon is Dr. John Kidd, who received his doctorate in education from Michigan State University. He has done post-doctoral work at the University of Chicago, University of Pittsburgh, and Syracuse University. He is President elect of CEC for 1967-68 and will be President of CEC in 1968-69.

Currently, he is Assistant Superintendent, Department of the Mentally Retarded, Special School District, St. Louis County, Missouri, and at the same time, Professor of Psychology, University of Washington It gives me pleasure to introduce to you Dr John Kidd.

DR JOHN W KIDD: Thank you very much. This Conference is very daring and imaginative and innovative. It may even prove to be exemplary for other states. I welcomed the opportunity to prepare a paper aimed at conveying some of my views on directions for change. And I welcome this opportunity to add some remarks to amplify my paper.

But I do want it very clearly understood that I didn't know there was such a thing as a new Master Plan for School Districts in Ohio until after my paper had been completed and sent last March 5. Whatever incompatibilities there are, and the extent to which they coincide must be attributed to coincidence. But there are some striking coincidences.

It is not easy to know what to say to you. I struggled much harder in getting ready to talk to you today than I did in writing the paper. That took only three weeks and was finished March the 5th. Ever since, I have been worried about how to handle this time without particular reference to that paper, and I still do not know how.

Not long ago I was glancing through a document that came from the President's Committee on Mental Retardation It has a special educator on it, at the insistence of some of us associated with CEC This Committee had a hearing recently where they wanted people to come in and present problems that might be of national concern, and one school principal came in and recited this little free verse poem. Remember, this is a principal talking.

He says, "There stands Bill sullen and rebellious, sent to the office for writing notes in school A few hours before, he had met Bill in the yard, jubilant, full of interest. Charlie had brought two elephant's teeth, just teeth. Now, here stands Bill with a message from his teacher: 'Dear Mr. Wright: Bill knows that writing notes in school is forbidden. Would you mind saying something to him?'

"Bill's note lay on my desk. I read it. We spend exactly 30 minutes every day teaching Bill morals and manners. I read Bill's note to Charlie. Here it is. Let's all read it. 'We have graduated and don't have 30 minutes of morals and manners any more.' He wrote, 'Keep them elephant's teeth and we'll start a carnival or a circus. I can draw posters and we can have a lot of kids that are our pals and we can catch animals and train them and we'll start a show next month. Signed Bill.'

"I spoke to Bill severely about writing notes, sent him back to his room angry and ashamed. I have been studying an article about motivation. Interesting theory. Too bad it's so hard to hold a child's interest. What's Bill learning to write for? Of course, it's to communicate with his fellow men, but this communication must not take place now. He must learn to express himself for the benefit of others, but for his own pleasure, he must not write a note to the boy who sits in front of him.

"Bill's teacher is trying hard to cultivate Bill's imagination. Life will be dull for Bill without an imagination, so we cultivate Bill's imagination 58 minutes a week with poetry and things. Bill can build a whole circus from two elephant's teeth, but he mustn't do it during the 58 minutes his imagination is being cultivated. Schools are so practical."

I think that has profound implications for all that we are interested in and that brings us here today. I leave it to you to draw your own implications or conclusions from it.

I will talk a little more about equality of opportunity today. Following that, there are three or four points then to ponder about.

Special and regular and all educators, I put this first question to you. "If this nation or any nation is to provide and maintain equality of opportunity, can it do so by leaving the matter in the hands of others than the nation itself? How long are we going to avoid this issue? What is the issue? How to utilize the national economic capacity to provide equality of educational opportunity without complete loss of local and State voice in education affairs. It is not enough to shout State rights and local autonomy and creeping Federalism. The commitment to equality of educational opportunity cannot be fulfilled by the nation, except as a nation. It is just that simple, and every one of you knows it.

We adults sometimes wonder how so many bright, humane, conscientious young people are so disenchanted with us. I'd like to suggest that you consider with me for a moment that in some respects, perhaps in many, we could be called a nation of hypocrites.

What is a hypocrite? Webster says it is one who affects virtues or values which he does not possess. So the United States tells the world about equality of opportunity, but leaves it to the States. The States to varying extents leave it to the localities to do this impossible thing, in view of the great variation in economic capacity from State to State and even greater from locality to locality.

A business community spokesman says, "The new factory in Mexico built with United States money by a United States corporation for its profitability is a humane gesture designed to elevate the standard of living of the peons who will work there." This industrial spokesman says in a popular magazine, "The new frozen fish industry in Venezuela is a humane gesture by an American firm to feed the Venezuelans of the interior."

Now, there is nothing wrong with capitalism, except its hypocrisy Private nterprise survives or perishes on profitability or its absence All the textbooks gree; all the businessmen agree. So my question is, "Why do they keep telling us hat the improved technology and equipment is due to the generosity of the stockholders? Why do they not point with pride to the almost magical coincidence of profitability nd technological progress? Is it any wonder that some of our brightest, kindest eople are the most disenchanted?

The facts may not be very glamorous. If we are going to have an educated itizenry, and not a brainwashed citizenry, then it is our job to do the teaching of eading and listening, and certainly listening skills have received too little ttention in our schools. They must include teaching a healthy skepticism, teaching bout hidden agendas and our capacity for suggestibility, teaching about open-mindedness. I suggest that we have spoken so often and so long of our concern about equality of ducational opportunity that we may have lost sight of the real goal After all, the avemen had equality of educational opportunity, and we can have it in the United States. ll we have to do is reduce everything to the lowest common denominator, and we have quality of educational opportunity. What we really should be developing is maximum educational opportunity for every child, irrespective of differences in ability, sex, color, creed or national origin.

I would like to read you a resolution adopted by the Council for Exceptional Children in New York City in April 1968.

"Whereas, the dedication of our organization is to the welfare of children, and whereas there is emerging an increasing concern for human rights, now therefore, be it resolved, --- that the Council reaffirms its commitment to the principle of equality of educational opportunity'- equality irrespective of differences in ability, sex, race, creed or national origin'- and further, that CEC urges its members to become increasingly involved in the implementation of this principal."

I read that to point out first that it was the result of a great deal of agitation and unhappiness and concern following the assassination of Dr. Martin Luther King, and that is one way of resolving some of the feelings and some of the demands made upon the organization that expressed the consensus, the unanimity of the membership

Back to maximum opportunity. If children and youth of this nation are to receive in addition to equality of educational opportunity, maximum educational opportunity, then how can we as educators justify postponing educational intervention until most personality traits, including functional intelligence are well established? And they are by age three, four and five. And how can we justify the imposition of a three-month forgetting period every 12 months? And how can we justify limiting school to 12.5 percent of a child's life during his school years, 18.5 percent of his waking hours from age five or six to age 16 or 18?

You may have noticed in the current (May, 1968) issue of the NEA Journal that the New York State Department of Education is now advocating an 11 month school year. It anticipates incorporating the kindergarten and 12 grades currently conceived into a new 12-year program of 11 months per year. The child would actually get 15 more months of schooling under the dozen 11-month years than under the present 13 nine-month years, and would not be penalized by the mandated three-month forgetting period each year

And how long are we going to talk about and tolerate the concept of preschool? Who should school the children during preschool? Are we shirking our responsibilities and adding to the public confusion by avoiding this issue? What is the issue? It is to implement the implications of all research on early childhood education. If it is education the infant and the young child need, then let us educate them. Why leave it to the nurses and the pediatricians and the social workers and the psychologists and the home economists to pose as educators of young children?

Expressing a hoped-for national consensus President Lyndon B. Johnson has spoken for extending school downward to age four. Here in Canton last summer, as reported in the April, 1968 issue of the Phi Delta Kappan we read: "The imaginative application of a vigorous approach to helping some linguistically deprived five-year old to try to catch up with their more fortunate counterparts before the first grade competition begins."

This report was written you will recall, by the wife of the superintendent of Schools of Canton, and while we are not sure those are the answers, there are some interesting results.

I discovered in reading your plan for reorganization that you are, it seems, ready to incorporate what we have generally been referring to as intermediate districts, which you are calling the area educational district.

You indicate in the Report (page 130) that the area educational district would have jurisdiction over all special education. I heartily endorse this - I endorse it from the same point of view that Marvin Beekman expresses when he expresses concern about attitudes. I endorse it from the point of view of our experience with an intermediate district for the education of the handicapped. I endorse it because I talk with administrators around the country and listen to their myriad of problems, none of which I have. I endorse it from experiencing a new district with a large enough population base to make special education efficient and effective. Our district was solely devoted to the education of the handicapped for the first seven years of their existence. We have adopted the position that we want the world's best program, thereby providing to me and the other administrators a continued challenge. Confident that when we have a case, and we present our case, we know that we will not only get a hearing, but if it has merit, get the needed help. I cannot tell you how sorry I feel for my friends who are caught in the conventional traps.

Coincidence No. 2, on Page 128, suggests that in certain kinds of exceptional types of fairly low incidence (note the similar point in my paper), a school age population base of 100,000 probably is necessary for effective and efficient special education program. I used the figure 500,000 general population base. These are all but the same. The example in your document was the auditorily handicapped; mine was the autistic child.

I oppose sharing responsibility for special education based on the rate of incidence, such that the more of a particular type of exceptional children there are, the smaller the district needed to do the job. I think the people who are going to run the special education program need to be all but totally involved in special education, and that is not likely to happen in smaller districts that do part of the job.

Since recruitment of high quality personnel is important, I should mention here a recent publication of the Council for Exceptional Children called, "Careers in Special Education." It is designed to recruit bright young people at high school and later, to select special education as a career. The publication can be purchased from CEC at about 25 cents per copy. I hope Title I or II recruiting money will be available so that we can sell these by the thousands and get them out in the high schools and in many other places where they belong.

We cannot simply assume that a special education philosophy is shared generally by educators. I urge you to call to their attention, and the attention of all school boards and patrons, statements of philosophy and preferred practice such as appear in Part II of the 49th Yearbook of the National Society for the Study of Education. It is necessary to continue to work at the need for identifying exceptional children and to continue talking about their needs.

Now, I have one more little gem for you. I discovered this in an old PTA book and I have not been able to find the date and author. To me, it is so profound. I think every line of it has great meaning, so listen to this one, will you? It is more than pretty words. Listen to it as I think I hear it. It says some very profound things about how kids learn.*

> "If a child lives with criticism, he learns to condemn
> If a child lives with hostility, he learns to fight
> If a child lives with ridicule, he learns to be shy
> If a child lives with jealousy, he learns to feel guilty
> If a child lives with tolerance, he learns to be patient
> If a child lives with encouragement, he learns confidence
> If a child lives with praise, he learns to appreciate
> If a child lives with fairness, he learns justice
> If a child lives with security, he learns to have faith
> If a child lives with approval, he learns to like himself
> If a child lives with both acceptance and friendship, he
> learns to find love in the world."

You are patient, and I appreicate it that you gave me your attention. Thank you very much.

MR. JOHN AUGENSTEIN: Our next speaker is Dr. Harrie M. Selznick. Dr. Selznick received his Ph.D. at Northwestern University, and has had many special assignments.

He is Secretary-Treasurer of the National Association of State Directors of Special Education. He was President of CEC in 1964 and 65. He is currently President of the Council of Administrators of Special Education. In his experience, he has been a teacher of the mentally retarded and teacher of the physically handicapped; he headed the Department for the Emotionally Disturbed in Milwaukee Public Schools. He was State Director of Special Education, State Department in Bismark, North Dakota. Currently he is Director of Special Education in the Baltimore Public Schools.

*"Children Learn What They Live" by Dorothy Laws Nolte

With that, I give you Dr. Harrie Selznick.

DR HARRIE M SELZNICK: Thank you very much, Mr Augenstein.

This is a very, very important conference, because it is only as we reassess where we are and how we got her and where we are going that we take direction for the future

It's interesting that the four individuals make presentations today, each having been given exactly the same direction and the same assignment, came up with rather different approaches. This is reflective of the background, and the orientation of each person.

One might ask, what do the four of us have in common as we approached this particular task, other than our friendship for one another? I believe it a hopeful, humble, sincere concern for the special education of exceptional children, tempered by a sense of humor and an appreciation of reality.

Good education for exceptional children requires well-planned and purposeful coordination of the efforts of many disciplines That is necessary because special education is a cross-disciplinary problem-oriented field of service which directs its total mobilization of multi-disciplinary resources and their utilization to the fulfillment of the special needs of the exceptional child. The organizational pattern of special education must recognize the influential and significant role of such societal systems of service as vocational rehabilitation, State-supported and voluntary medical agencies, medical care systems, programs of the Office of Economic Opportunity, and social welfare. Out of this recognition must come a pattern of services that encourages each agency to make its contribution as a part of a coordinated effort. Educators of the future will be increasingly involved in communication, and in co-planning with these services as the schools implement a vertical expansion of their programs. I referred in my paper, as did the other consultants, to the importance of vertical extension of programs so that children with need will be provided special education at a considerably earlier age than now.

I suggest that within that vertical extension, as we look toward the downward extension of the program, careful consideration must be given to the fact that the program doesn't necessarily have to be direct to the child. It could be an integral part of the special education effort, but might well be directed to the parent and to other members of the family constellation It need not necessarily be a full school day at each stage in the child's development, but can be a shorter period of time or an extended period of time, depending upon what the child can utilize at each stage in development.

As I talk about vertical extension, I would like to go also to upper extensions - the concern for the individual beyond the usual period of school service. In an extended school life plan over that which we have been involved to this particular point, there should be a consideration for a change in the school day with expanding work study programs, similar to those which Mr. Beekman referred. Consideration must be given to the location of learning experiences for youngsters at some time other than between 9:00 a.m. and 3:00 or 4:00 p.m. With the opportunity for the youngster to go ou for part of that period to a work situation, he should still have the opportunity to come back to an organized learning opportunity, where his skills may be strengthened, where areas of weakness may be dealt with, so that each student will be more successful in capitalizing upon his job opportunity.

Our experiences with summer programs have indicated the values of continued service to hearing impaired, to orthopedically handicapped and to retarded youngsters. We find that children who previously suffered considerable loss from the physical therapy and occupational and speech therapy services during the summer vacations did not suffer loss when the program was continued throughout the summer months. So, vertical extension of programs, - a new consideration for the school day, for the school week, and for the school year, must become an integral part of our plan.

Many services that are required by exceptional children and their families extend beyond the budgetary possibilities and special competencies of the schools today. Families of children with very special needs have already made contacts in many instances with social and medical agencies in the community, long before that child is presented at school. If we do not learn about those contacts and use their results we are denying ourselves access to considerable information regarding the child, his special needs, the home situation, and the willingness and the ability of the parent to participate in any program of habilitation and rehabilitation. All of this has often already been accumulated by other agencies; it is important that we avail ourselves of this information.

For many exceptional children a program of medical correction and control must run parallel to the learning program if that child is to benefit. Each program will of necessity relate to the other, but each will respect the competencies of the other. Also, many occupation and training possibilities are present within the community and outside the school system.

Over the past 16 years in Baltimore our relationships with vocational rehabilitation have resulted in their locating their people within the school system, and we have organized the work study programs. They have become oriented to the needs of the youngster beyond what the school could provide. Training opportunities within the community are made available to the youngster as are programs of medical correction, so that a cooperative relationship results.

We have just completed the plans for a special school for educable retarded pupils. I would like to share with you very hurriedly part of the process of planning, because I think it is important. In previous years, we first involved the various divisions of the Department of Education, each indicating the facilities needed to conduct the program. In beginning that way we have been wrong. This year, we began with discussions with the youngsters currently in programs.

"What do you think is important? What kinds of programs do you think the school should offer?"

And then, there was community involvement, with the community groups being brought in.

"What are your aspirations for your children, and what do you think the schools ought to do by way of a training program?"

This included ministerial groups and included people in the recreation centers. We got a reaction from them on what they felt was important. We met with the faculty of the school that was to be replaced to obtain the involvement of teachers in identification of learning experiences by which children may benefit. And then, we met with the representatives of art, music, physical education, guidance and counseling, industrial arts, and so on.

But they were not permitted to ask for one square foot of space in the building. The first question they had to answer was, "What program do you propose for these children? What changes are you suggesting that you haven't been able to institute because of building and facility limitation? How would you extend your program beyond what you are currently offering?"

And it was only after they described programs that they were permitted to suggest the kind of space that the program would require.

This required a fresh look and a justification for the program to be included within that building. Where they did not provide a program description that was acceptable to a committee, which included representatives from the neighborhood and from the faculty and prospective employers of the children, the space they requested was cut rather drastically, or it was referred back to them, asking that they reconsider their particular proposals.

It is through this means that a more meaningful program will evolve. Included in this program is a job analysis center co-planned with vocational rehabilitation, so we will not blindly introduce every child to occupational training areas which have become stereotyped in many school settings. We are offering a form of industrial arts for both boys and girls, and a form of home economics to both boys and girls. These are chiefly exposures to tools and to materials, leading to the job analysis experience, where we will try to identify the particular skills present in a youngster before directing him to one of the six occupational training areas.

This, I believe, is more meaningful planning. It is the kind of planning, the involvement in planning, which I think administrators must take the time to participate in if the program is to be reflective of the needs of the community. Such involvement is also necessary in order that we muster the necessary support so that adequate budgetary provisions will be made for that building.

As an illustration of the point above, I asked for an olympic swimming pool in a building. The board of superintendents however, voted me down. But community got that swimming pool for me. It will be the first special education school in Baltimore City with a swimming pool, because the community felt it was important, and we straightened out the whole erroneous concept relative to swimming pools and the community. The Baltimore schools were providing swimming pools in senior high schools only, and they said, "We are doing it for water safety." I said, "If you were concerned for the water safety skills of children, you would offer your swimming instructional program at the elementary level, or no later than the junior high school level. These educable retarded pupils will not get into your interscholastic programs until senior high level; therefore, you should offer it to them as early as possible."

As I indicated earlier, for many exceptional children, a program of medical correction and control must run parallel with the learning program if the child is to benefit. Each program will of necessity relate to the other, and each will respect the competencies of others. Also, the many occupational training areas of the neighborhood must be given consideration so that through arrangements with vocational rehabilitation, the local activities of the office of Economic Opportunity and others, increased training opportunities for the children in our programs may become available. Medical agencies will help us to have resources for the medication and for the fitting of medical appliances that represent the needs of some youngsters in the program.

The inter-dependence of the several services has some implication for plant development. To expedite service, space must be planned within the school environment which will permit these services to operate with maximum efficiency. The proximity of personnel, one to the other, encourages communications and cooperation toward improved total services for children. All too frequently we are located too far apart geographically. We get together occasionally for a cup of coffee but we do not have the proximity that promotes optimum inter-relationship in service and in the sharing of information.

In addition to a physical environment that contributes to the program and encourages the coordination of effort and that pays attention to factors such as safety and mobility, the school building ought to make a positive contribution to education. So, in addition to providing housing needs for necessary services, we have to plan the space that will permit the educational and instructional program. We have to provide space that will encourage pupils to talk to one another, and also cause them to listen to one another. Space must be organized that it may either be pushed together, or permit students (and staff) to work individually or in small groups. It must allow for individual instruction, either in a relationship to each other, or through the use of some instructional medium. The space should allow for either the reduction or increase of stimuli.

Let me suggest also, that quite possibly the schools of the future will be much smaller than those which are so frequently built today. Consideration must be given to an emerging type of school building that will be chiefly a docking place for mobile classrooms.

We have already moved in the direction of the portable or relocatable classrooms in Baltimore. At the present time I have 20 relocatable classrooms. The main difference between the relocatable building and the mobile classroom is that one has wheels and a motor, and it permits immediate relocation for educational purposes.

In my paper, I discussed mobility and population centers and population changes. All too frequently we build a beautiful structure which becomes mislocated for educational purposes. We ought to forget about the idea of great big beautiful permanent buildings and think more in the light of the kinds of buildings that can be located where children are and where children have need.

Even in the concept of regionalization, I think we ought to give some consideration to the possibility that regions will change as population changes. It may then become economically more feasible to relocate some of our school buildings.

Whether they are relocatable or portable will then increase or decrease both our ease of adjustment to student needs and the cost of that adjustment.

Through the use of mobile classrooms, one may even extend the experiential backgrounds of handicapped persons who have quite possibly been limited in learning opportunities within the community at large. They also permit cooperation in the learning process with industry and with community resources. One may take the schools into the community.

Reading about community service is a possibility for some exceptional children. Talking about an experience is a possibility for many, but the majority may gain by having the direct contact experience. Just picture the difference between reading about a fire station, talking about a fire station, and visiting a fire station.

This opportunity also permits the independent study which so many are capable of. I am thinking of the very talented youngster, the gifted youngster whose learning opportunities are all too frequently limited to the laboratories and the other opportunities within the school environment. Just think about the possibility for moving this youngster into a chemical plant through cooperative arrangement with the chemists in that location, or into IBM or some other computer organization, where that youngster's learning opportunities become expanded, where there is opportunity for individual scheduling.

The school building should include large spaces for teachers to meet with groups of children, and smaller spaces for pupils to gather for discussion and for role planning.

May I suggest also, with regard to the program that as we work with children we place greater emphasis on a "Why" curriculum rather than a "What" curriculum. Too frequently we provide an information service rather than to help them arrive at a "Why" concept, -- why a particular behavior, for example, is appropriate.

Let me suggest additionally the need for a curriculum which is "Immediate" oriented, rather than a curriculum which is "Past" or "Future" oriented. So frequently we refer to how we got to where we are, and never get beyond the Civil War in the discussion of history. For example, in some of our secondary programs with the orthopedically handicapped, they never get to the point where they understand the world of today. We talk about the scientific advantages by which we will benefit in the future, but we don't direct our attentions to a better orientation of the youngster to the life in which he is expected to adjust today.

So what I am asking is "Why limit the learning opportunities to the physical structure we call a school, when there is a larger and more exciting environment that is readily available for us to utilize?"

The mobile school has an additional advantage. The opportunity for relocation of the portable school building from which mobile classrooms may operate offers us the opportunity for improved education at a lesser capital investment. Money which does not go into capital investment then becomes available to us for other educational purposes, such as books, educational equipment and additional staffing possibilities, as well

Let me say a few words about the identification of locations within this portable school, to which I have made reference. All too frequently, as we develop plans for the physical environment in which our programs are to operate, we designate one area as the administrative area. We put a health suite in that section, we put the principal's office, the counselor's office and what other services are available in that particular building. If therapy services, if counseling, if nurses, if medical services are to be utilized for and with pupils, they should be central in the program rather than apart from it. If the principal of that building, or whatever you call the administrator of that building, is to be concerned with the instructional program and if the principal is to give leadership and direction to the learning tasks, possibly that person is mislocated when placed in that administrative suite rather than central to the program. Maybe we ought to give some consideration to additional staffing with either a business manager or a public relations individual who will be located near the central entrance. He will then meet with the salesmen who come in to try to sell educational gear and equipment, or who will meet with the representatives of the community. This program could release the principal for work with the instructional effort that goes on within the school. He releases the principal from being the business manager and opens a new door to instructional leadership.

We ought to give some thought to this kind of staffing within our building. We must get over the idea that the school building is an entity unto itself. The school building serves a greater purpose when it ties the community together.

Too frequently, also, we as special educators direct our total effort to the needs of the mentally retarded and ignore the needs of so many other exceptional children. Included among the exceptional children to whom we have equal responsibility are the gifted and talented youth who may or may not have exceptional circumstances present in them. For them, particularly, it is most important that we permit individual scheduling, so that every pupil may explore his special interest area in an environment which the schools could never duplicate for groups. Increased use of electronic devices has served as an improvement over what we have done previously, but the mobile classroom offers opportunities even beyond.

Let me touch on one other area, - evaluation and statement of objectives. Each of us has had to give some consideration to the process of evaluation. Because of the increased costs of all aspects of Government, questions are being raised about the true gains obtained for the individual in society through the provision of programs of special education. A term creeping more frequently into discussions is the term "Output variable."

We need somehow to put an index on the productive nature of our programs. Dr. James Gallagher, in a recent talk, pointed out that the first and most obvious problem is that the variable chosen as a program output is more often that of measurability rather than that which is important.

The process of evaluation has been characterized most often by measuring gains in reading and arithmetic achievement. So, it is only natural to assume that we believe that the primary objectives of the special education program are improved reading and arithmetic, since those are the only two factors that are important enough to measure. If, however, one directs his attention to the statement of objectives as prepared by any state, city or local Department of Special Education he will learn that the major variable in adult job adjustment is social adjustment and the ability to use leisure time constructively. If that is so, then the variables of reading and arithmetic achievement should not be given such heavy weighting.

Part of our problem in directing attention to important values of our programs is the manner in which we state our objectives. Too frequently our objectives say we will "Stimulate an interest in," we will "provide an exposure to," we will "create interest in." The very basic question one has to ask himself is how do we measure, how do you measure "stimulation," how do you measure "interest," how do you measure "exposure?" Maybe we ought to look very carefully at the manner in which we state the objectives which we set forth for our various programs. Should they not be stated in a manner which permits measurement? That is how your efforts are going to be evaluated. Have we accomplished that which we said we were going to be able to accomplish if monies were made available to us? Quite possibly the reason for the use of achievement tests in reading and arithmetic is because they are available and they permit one to come up with a quantitative result. We should, instead, include with highest priority in the statement of our objectives those that we think are really important, and then program accordingly.

Another problem which appears because of the impulse to over-simplify the evaluative process, is that so frequently we ignore second, third and fourth order effects. Let me explain. A program for the emotionally disturbed may show small gains in academic achievement, but at the same time, may help that family to make an improved adjustment to their maladjusted member. They may be better able to understand him. He may be better able to understand them. They may be able to operate in proximity to one another with greater ease. It may well keep a family together that was at the point of disintegration.

Now, what are the values of those gains in terms of the family members and in terms of society? I know of no measures which have been applied to special education programs which have assessed the effects of work with the child on the rest of the family and on others within the community who come in regular contact with that exceptional child, but these effects must be included as part of the total program evaluation.

In a recent discussion on this topic, Dr. James Gallagher said one of the potential output variables for such an operation was that the student gets a view of the social structure. In addition, we expect to attain some other advances in increased reading ability, a more sensitive or positive approach toward policemen and firemen, an increase in perceptual ability, a greater practice in paying attention to adults, identification of the teacher as a helpful person, a feeling of self-worth stemming from the attention of worthy adults, and a view that society is basically orderly and helpful, and that effort is worthwhile and rewarding. These are only a few of the many dimensions that can be identified as planned curricular outcomes, and then subjected to measurement.

We are living in changing times, and the ability to organize one's program in a manner which will permit the easy demonstration of value is important, particularly when one has to compete with other budget demands. It becomes imperative that we identify the means by which we can develop orderly evaluative procedures that are built into programs, so that we have the means to obtain systematic information on the impact of our several programs upon the improved situation of our pupils. We should specify exactly what is it that we say we shall do and how we propose to demonstrate that we have actually done it.

The success of the administrator of special education bears a strong relationship to his ability to utilize the power structure for good purposes.

It is good for special educators, of course, to talk to one another. But that does not necessarily bring about the positive change that is important. The location of the special education administrator within the power structure is of equal importance. If policy decisions are being made apart from you, then there is something wrong with the system, because you will be affected by the decisions being made within the power structure. As I have tried to point out, in your relationship to teachers you must not upset individuals by failure to involve them in arriving at a change in procedure and in policy. So, it is equally important that your superior recognize you as a professional colleague and place you at the level in the administrative structure which permits your participation in the determination of policy, and what certain policies will do to services for exceptional children.

Now let me comment about another direction that we may want to consider in organizing and administering special education. We are finding a number of new and different kinds of professional workers appearing on the special education scene. We have all heard of clinical teaching; we have heard about diagnostic centers. I would like to suggest an increase in a pattern where children are directed toward a clinical setting. Diagnostic instruments will be applied by qualified individuals at this center where the youngster will be enrolled either on a part-time or full-time basis. At the point of reintroduction into the regular school stream, a specialist from that center will go to the school and he will orient the receiving teacher to the methods and materials by which that child can benefit.

Possibly one of the more exciting programs in our country today is one that is evolving in Olatha, Kansas, where many specialists are helping give direction to the learning programs of children by coming up with a package to the receiving teacher.

Now, one last point, then I am going to close. The concept of team teaching is one which we have been exploring in special education. We utilize the self-contained classroom, but we also have departmentalization as an integral part of our program. We have used team teaching in a variety of ways, but to this point, we have always had the total team as coming from special education. I would like to suggest that many children can benefit by a team which includes both general and special educators. General education serves the goals and needs of society; special education is directed toward the unusual needs of the individual.

We are now planning an open space school for all children, including exceptional children, with groups of six classrooms contiguous to one another, but no walls among them. In one unit in each section of this building will be the special education operation of that particular unit. Thus the special educator becomes an integral part of co-planning for the total population. Those children who have need for part of a school program could come to the special educator so that teacher may apply his special insight and special understandings, and will become available to all youngsters.

I think it's important that if we want to be a part of general education rather than apart from, that we must truly operate in a manner which includes us with what they are doing rather than sets us apart. We cannot have apartness and be a part of at the same time. We must relate to the general education program insofar as possible.

Mr. Marvin Beekman referred to himself as a maverick. I think maybe each of us has a bit of maverick in us. We must be iconoclasts; we must challenge tradition. The very conservative individuals among us are going to try to cling to patterns of the past, saying, "Wait until you have proved that this particular approach is of value." I think we do not dare do so.

Parents and students are going to demand increase in quality of any of our programs. I think they will offer us cooperation in order that we might accomplish it. There is going to be change, because there is nothing that is static for very long. I think that this conference and conferences like it will suggest the patterns of organization and administration that can only culminate in improved heights of excellence. Thank you very much.

FRIDAY MORNING SESSION, MAY 10, 1968

MR. EDWARD C. GROVER: I would like to start by introducing the panel. We have Dr. William Goff, Director of Pupil Personnel Services, Dayton Public Schools; Mr. Robert Weinfurtner, County Superintendent, Athens County Schools; Dr. Carl Pegnato, Canton Public Schools, Director of Special Education; Mr. Nick Gallo, Director of Psychological Services, Loraine County Schools; Dr. Daniel Peterson, Director of Special Education, Ohio University; Dr. Donald Zemanek, Director of Special Education, University of Cincinnati; Mr. Alan Shankland, Executive Secretary, Cuyahoga County Superintendents Association; Mrs. Anne Petry, Director of Special Education, Akron City Schools; Mr. John Smith, Psychologist, Mayfield Heights; Mr. Frank Gerhardt, Superintendent, Cleveland Heights, University Heights Schools; Dr. Dwight Miller, Department of Special Education, Bowling Green State University, and Mr. Keith Gainey, Director of Special Education, Cleveland. Each has been asked to react to the presentation of one of the four principal consultants. (Editor's note: Their reactions have been grouped by consultants and put in order of the consultants' appearances on the program.)

REACTIONS TO MR. GEER'S PRESENTATIONS AND TO PAUL ACKERMAN'S AND WILLIAM GEER'S PAPER

DR. WILLIAM GOFF: I stand somewhat in awe of Mr. Geer and his accomplishments over the years. I found myself examining and re-examining some of the remarks I might make to his paper, just to make sure that he really didn't come back and cut me apart when he gets the last word here this afternoon.

I think I should just focus for you people the frame of reference that I have here. It is that of a Pupil Personnel Administrator, so I approached Mr. Geer's paper with some degree of pragmatism, I guess.

To begin with, I guess I was a little bit disappointed that I did not have a design or a blueprint in front of me. Mr. Geer dodged this very artfully with some definitions here, and did enumerate some parameters or dimensions of special education organization and administration, which were certainly stimulating and appropriate to special education administration.

Basically, I could find no quarrel with these things, so I skipped on to the last half of the paper, which I would like to react to. The last half of the paper did concern itself with some emerging trends, as Mr. Geer saw them in this field, and he did some crystal-ball gazing in relation to what will be emerging in the future.

(A) One thing he suggested was the emergence of a new classification system whereby exceptional children would be categorized by learning modes and by medico-educational classifications. I would certainly hope that this kind of classification system would continue to evolve, but I would like to suggest further that this sort of classification points out three different areas which are basically extensions of such a classification system.

(1) First, this sort of thing leads me to believe that special education is still special education, and that it must be organized and administered by trained and sophisticated people who are sensitive to the needs and the limitations of the children whom they are serving.

I would feel that the more complex and intertwined the medical and educational problems of the individual child become, the more important it is for us to provide trained specialists to deal with these problems.

As you can see, I am not about to turn special education over to general education.

(2) The second thing related to the classification system is that I would think as the child's limitations are identified and modified, solved or resolved in some way, there is more and more the necessity for cooperation and imaginative counseling to help to assimilate the "exceptional child" into the "normal school program."

As I read not only Mr. Geer's paper, but listened to the other reports and read the others, I have some reason for skepticism about the idea that a special education director or supervisor should have the sole responsibility for a special education program.

I do not know the details of Dr. Kidd's work in St. Louis County, Missouri, but I just have some concern about that special school district just from the standpoint of being able to integrate pupils back into a normal sort of situation.

(3) Third, it seems that these classifications according to learning modes reveals to us that the so-called "super ability" of the gifted child is separate and apart in terms of program planning, from the child with some form of learning disability. Although I would recognize that the gifted child certainly needs some special attention, I would submit that this is not the problem of the special education administrator. I think we should forego the aura of respectibility, and the perhaps compensatory lack of stigma that gifted programs present to special education.

(B) A second thing that Mr. Geer referred to was in the area of personnel. He foresees that teachers and administrators will be in the future, working together as a team of change agents with the support of a plentiful supply of therapists and specialists, and that these programs will involve early treatment with more extensive programs and extended contracts for personnel.

Again, I would certainly concur in this belief. But I would add that I think we educators should recognize that we have no corner on the educational market itself. If we are going to make use of the special skills and abilities of specialists, we must be ready to accept them into the family as full-fledged members and not as interlopers. So, in some areas, I would suggest that this will require certification by our State Department of Education through pathways other than schools of education.

(C) A third thing that Mr. Geer pointed out was that services for exceptional children must not only be mandated by legislation, but this promise should be fulfilled by adequate funding. I guess all I can say is, "Amen."

The creation of partnerships between State, local and Federal agencies certainly is going to be necessary to insure regionalization, more projects and better planning. This, to me, recognizes the fact that people themselves, the public, will not vote for special education any more than, at least in this State, they are now voting for welfare or mental health problems.

This leads to the final remark that Mr. Geer made in his paper, concerning creative administrators. I think certainly we need to do and perform as Mr. Geer suggests. We need to break away from the past, certainly not entirely, and in quoting Mr. Geer again, "We take the future and try it today."

MR. EDWARD C. GROVER: Dr. Carl Pegnato, Canton Public Schools.

DR. CARL PEGNATO: I reacted to Mr. Geer's paper as I was directed. However, where I was critical of what he wrote, this criticism was completely nullified by his insightful and perceptive comments. They gave evidence of the clear thinking and foresight demonstrated in his leadership of CEC, and of all special education legislation.

He said parameters are signs or dimensions describing special education. Maybe these parameters he listed, such as diagnostic procedures and specialized personnel, do give us the tools for measurement. Or they may attack the problems of obsolescence, or they may lead us to new trends, but this is not what I am interested in. I am interested in the problems and issues of now, and this he spoke of, too, in his comments.

I agree with everything he said. The only thing that remains for me to do is to underscore some of the things that he said. The first thing I want to underscore is his insistence on gaining more visibility and cohesiveness in special education. The soundness of special education practice as demonstrated by the various techniques now being fully utilized in general education, such as ungraded programs, work-study experiences, providing sequentially graded materials at the child's level, materials with high interest and low difficulty level have all been developed through special education. These were pioneering efforts. What disturbs me greatly is that the sound leadership in special education has now been challenged by newly-developed aspiring leaders in the field who are advocating a "Let us start all over again" policy.

The inference here is that little has been developed that is worthwhile in special education classes; that special education classes are not really needed, and that we should forget about our specialized techniques and processes and devote our energies to the general problems of education instead.

Just two weeks ago, I heard one of our special education leaders define learning disabilities as any educational problem that occurs. Then he proceeded to dismiss this concern for areas defined by others more specifically as just not being a valid approach. The rest of his time was spent on the worthlessness of our educational establishment. So, the question is: Do we have the cohesiveness that should be made visible?

So the question is, do we have cohesiveness? That should be visible. We must be part of and not apart from general education. This was said. Certainly we are not going to have a successful program unless we are accepted within the power structure of general education. It was interesting to note that four out of five speakers yesterday alluded to the need of exceptional children being part of the mainstream. That is, everybody but Dr. Kidd. He did not mention this at all. I am not quite sure why. Although the same words were used, I got the impression that two quite different concepts wwre being presented by the speakers. First was a special education concept of handling handicapped children within the confines of general education, but with differentiated curriculums and specially adapted techniques and devices. The other concept was that most handicapped children could and should be included in general education programs.

I am disturbed at the lack of understanding and insight of general educators for concern for the research efforts to improve programs that have been carried out by outstanding special education professionals. Without bothering to read our journals, to learn our technical language, to discuss our planning and our efforts, they continue to make the important decisions about special education. They continue to make it extremely difficult for us to present our specialized knowledge so that the proper decisions may be made.

I think the frustration I feel in regard to this was expressed so well in the recent movie. It was called "Cool Hand Luke." Luke was a convict on a chain gang. He persisted in his efforts to escape, and after he was recaptured after one of his efforts, the chief guard who disliked nonconformists said this memorable line: "What we have here is a failure to communicate." He then hauled off and hit Luke over the head with a club. Maybe we need to consider this type of correct action.

Along with Mr. Geer, I say that the general administrative authority must recognize and respect the expertise, integrity and authority of special education administrators. This is becoming more important as special education is now busily developing improved diagnostic methods in order to provide specific learning programs to larger numbers of children with varied but specific types of learning disabilities.

Of course, general education is concerned about this, but probably using a different language, and without the regard to research and demonstration that we have had underway in special education. We need to be permitted to use these developed skills and techniques to help resolve some of the learning problems of children. Let us all continue to communicate.

MR. EDWARD C. GROVER: Mr. Robert Weinfurtner, Superintendent of Athens County.

MR. ROBERT WEINFURTNER: I have some reactions to what I thought were some key statements taken from the text of Mr. Geer's paper. First, let me note his statement that most authorities would agree that a good special education organization is one based upon the educational needs of children. There is no question about that as sound educational philosophy. More specifically, though, I think the crux of the matter is who is to determine what those needs are and how they are to be met.

In this day of specialization, it is evident that those whose training and experience are tied into a specialty must play an important role in these determinations. But the role must be carried on or conceived at the same time as not a role of absolutism. It must be a coordinating role, a defining role, a setting up of alternatives. The assumption of this role makes it imperative that a team approach be utilized. It would seem that this role also impels a specialist to assume a responsibility for gathering and disseminating information to members of that team in a manner and terminology that is readily coherent to each and every member, and this must be a continuing and not a sporadic effort.

The second statement: "It is seemingly rare that a district attempts research on its exceptional children, so that often the presence of only one research effort or research ideology in a district is a demonstration of that district's direction." Well, the question comes to mind, "Why does this happen? Who allows this to happen, and more importantly, what measures can be taken to insure a remedy?" Again, the importance of defining roles comes to light, for it is a personal conviction that a burden of the responsibility for such occurrences must be placed on the specialist, as well as others.

The third ststement: "The extent to which change is permitted or denied is surely the most important determinant in developing quality programs." If change is to take place, there must be a change agent. Any organization that does not facilitate the role of the specialist as the chief change agent in his or her specialty, that does not have an open communications channel built in, in my opinion is archaic and will not provide for proper change. Finally, the specialist who is not prepared or willing to assume this role is not an asset to the system. He or she is a liability.

The fourth statement: "Interagency planning will occur to facilitate a singular approach to special problems by all persons involved in teaching the child." The reaction is "Amen." The additive is this: It behooves the education community to activate this approach, to take a leadership role in coordinating the efforts of all concerned. The education community has too long closed its eyes when cooperation with others was concerned. If this turn-about is to be achieved, then the organization must be sure a direct leadership role by the educational community in this matter is clearly recognized.

And finally, I would like to turn to the first person for a moment and comment on the title of this paper, which is also the theme of this conference, "Design for Organizing and Administering Special Education." As an administrator of a county system that by its very structure is limited in its ability to meet the needs of all children, I am constantly aware of the fact that until proper structural organization is attained, deprivations in the educational program will continue to exist. There is an imminent need for change in the organizational structure of education in this State. This need is commonly known. It is constantly discussed by educational members, educational leaders. Thus, perhaps, the most important role of the educational community of this State at this time is to see that proper legislation is enacted to implement such structure. This can only be accomplished by a unified thrust centered around a plan for organization. I think that such a plan exists, a unified thrust that is insistent in nature. Thus, to me, the most important task before the educational community in Ohio at this time centers around this critical need. The time to start that thrust is now. Conferences such as this can and should serve as a rallying of such a thrust. Thank you.

REACTIONS TO MR. BEEKMAN'S PRESENTATION AND PAPER:

MR. ALAN SHANKLAND: Mr. Beekman's paper struck me tremendously because of his use of six words. They are, "Small empires are hard to destroy." He was referring, I think, to the people who control, carry on, education in County systems, in City systems, villages, and so forth, and the empire which he felt has to go on, regardless of the needs of children. This was the strong clarion sound that came out to me as I read this paper and listened yesterday to Mr. Beekman's presentation.

The very things that Mr. Beekman was telling us to get away from are the causes that hold us from doing the best job in special education in the State of Ohio, in the County of so and so, wherever it may be. And some of the causes are the empires about which Mr. Beekman was talking.

The major point Mr. Beekman left with me was that the job to be done is just starting. Certainly it is just starting in various places in the State. And we are short of money.

The second point made by Mr. Beekman which I have to react to is that we cannot be selective of the kind of kids we serve, and I certainly hope everyone will repeat that, because many of us in special education and general education or anywhere else want to be selective of the kind of kids who come to school, and we cannot be. We should have an educational program, as Mr. Beekman has indicated, to take the students who come to the door of the school, not just those we want in our program.

In the City of Cleveland, downtown, you will see a number of people going along, some shuffling, some with braces, some you almost could be sure are graduates of the lower end of a special education class for slow learners. I notice them. They are carrying packages, long ones and short ones. They are going in the snow and sun. These are men hired by industry to carry packages, to some a very monotonous job. They get on a bus, go a little ways, walk a way. These are handicapped men who have been employed. They do their work well. They are fulfilling one of the other things that Mr. Beekman indicated, the job potential. Those men have their heads and their hearts up high in the air, because they have honest work they can do.

We were told yesterday by Mr. Beekman that what we do in special education must of necessity allow people to come out with their heads high, being able to get jobs, and being able to provide for themselves mentally, intellectually, job-wise and every other way. Have you examined attitudes towards the handicapped? You go to other young people and they have attitudes toward them. We in special education have attitudes toward them. Many times the attitude is maternalistic or something of that sort. I think we have to change the attitudes of parents, of students of teachers, of the whole educational system toward these young people. I think we were told that very clearly yesterday by Mr. Beekman.

He said something that rather surprised me, when he indicated that many of our problems in special education are caused by the people in special education. I would guess that's probably valid. I think a conference like this which forces us to look within ourselves, at what we are doing, and to have people who will direct our thinking, as is done in this case so effectively, will help us as we prepare for the next step toward the time when we actually fulfill what we have been talking about in education for all American youth.

We are a long way from that now. But with guidance and with pressure from people like the man whose paper I referred to, maybe we can get to the point where we can honestly say that in each school system we have appropriate education for all the kids. Thank you.

MR. JOHN SMITH: Mr. Beekman expressed having had a feeling of uncertainty at the time he undertook the preparation of the material for the written and oral assignments. The vigor with which he developed his ideas regarding attitudes suggests this was not the case.

There were other ideas, of course, providing direction for improvement. Nearly all of them involve cooperative planning and operation among smaller districts; a largely undeveloped approach in Ohio today. Examples mentioned by Mr. Beekman include diagnostic teams, instructional material centers, itinerant staff, area vocational centers and comprehensive special education service facilities.

Ohio Senate Bill 303 provides the means to develop programs among any number of local districts, large and small alike. The range of possibilities provided in this legislation are as yet unknown. The only restriction seems to be our resourcefulness in utilization. The initial project utilizing this new approach is one for the deaf and hard of hearing children involving areas of Lake, Cuyahoga, and Geauga Counties. Fifteen districts with a 100,000 pupil population base will jointly operate this program. The establishment of a new taxing district, election of a new Board, or employment of additional administrative personnel is not required. Other applications of this provision will permit many of us to supply services and programs jointly that would be impossible individually.

Now, back to attitudes. Attitudes were mentioned, because they can make possible the specific proposals that were suggested. In education, the attitudes of children and parents are discussed as aids or sources of interference in the learning process. Concern has been expressed regarding the attitudes of those in general education with respect to special education. What do we know about our own?

I, for one, do not feel there is a conspiracy on the part of superintendents and Boards of Education to prevent good program development. It is sometimes easy to get so far out in front that we stand alone.

We may be guilty of assuming more understanding then actually exists. We live with our programs, our hopes and concerns for the future, and may not stop to realize that others have not had the opportunity to share the experiences that have resulted in our commitment for our causes.

What efforts have we made and which are those which we should undertake? First of all, we should assume primary responsibility in making every possible effort to acquaint all school personnel and the public with all phases of our programs: visitations, brochures, demonstrations, periodic descriptive reports and slide programs are suggestions. Special education instructors in our universities might teach basic education courses. I would say foundation in Education courses taught by those involved in special education might do much to work on this basic problem of attitudes of all teachers than anything else. Arrangements could also be made for the future teacher clubs in the high schools to schedule programs involving our own staff in special education orientation.

Evidence, today, of some favorable attitudes on the part of general educators would be represented by the willingness to go ahead with locally financed additional special units, even though foundation support will be missing. Evidently some good attitude establishment work is underway.

I certainly second Mr. Beekman's selection of attitude change as being critical and primary. However, the change must involve both special and general educators.

DR. DWIGHT MILLER: I would like to talk about certain remarks Mr. Beekman made in his oral presentation. One is the fact that people in special education need the courage to move ahead. I think, coming into this field from behavioral research in the psychology of mental retardation as I did, that we are missing opportunities to make use of some of the things that are known in other fields.

We talk a lot about learning. Yet, we don't make use of many of the very basic concepts which are available to us in the field of learning. We are involved in trying to help children to learn, and Mr. Beekman several times in his presentation used the term, "changing behavior." This is exactly what learning is. This is what the teacher sets out to do, to change the behavior of children.

In a behavioral research laboratory that is what happens. I worked at a State Institution in Minnesota where we brought profoundly retarded children into a laboratory and by manipulating the environment in certain ways, we changed their behavior. We taught them. They learned.

Many such laboratory findings and procedures can be utilized in teacher training, but are not, much of the current research in learning, for example, revolves about the basic ideas of reward and punishment utilizing operant conditioning. Teachers are not learning to make use of these procedures although they are crucial to effective behavior modification.

At the University of Kansas, University of Washington, at Illinois, Carbondale, they are teaching handicapped children things that people have thought it was impossible to teach them, even welding and other complicated skills.

As Mr. Beekman pointed out, supervising or directing special education is not a bookkeeping task. In the same sense, teacher training is not an ivory tower type of task. Yet continue to follow the old patterns, the old ways of doing things. We give youngsters in teacher training a series of courses and then more or less throw them to the wolves. We put them into a student teaching situation which may be good, bad, or anything in between, then we find that they learn more in their student teaching situation than they did in all the University courses they took, whether it be good, bad, or whatever.

My plea is not so much for courses at the freshman level, but rather experiences, good experiences, in working with children for these young people in teacher training. They need to work successfully with children in classroom situations, and then take methods courses, but they need to have practical experiences to which to relate the courses. Or, methods courses should include practical application in the classroom setting.

We find that our students who are already in the field teaching and working toward certification at the University respond in a far different way to the material that is presented to them in courses than do those youngsters who are going through college and who have not had experiences in dealing with children. For the latter it is often just another course.

Now, we talk about some of the results of special education. I am rather horrified at some of the results of our general education when I look at some of these. A typical class of freshmen in a university, or sophomores or juniors, for that matter, who are sitting there waiting for the onslaught, these are the ones who are successful in our schools. They made it. They got to college. They sit there with their notebooks and pens poised, ready for the lecture. The professor says, "Excuse me, I have to leave the room," and they all write that down, it might be on a test.

The results of special education programs also can be determined on the basis of the successes and failures of individuals who went through the program. Many failures undoubtedly could have been avoided by students having had better trained teachers.

So we need the courage to change our teacher training programs, and I think the major part of this change has to be in providing students with the kinds of experiences that we know will hale them to become better teachers. Thank you.

MR. EDWARD C. GROVER: I'd like to call on Keith Gainey, Director of Special Education, Cleveland Public Schools, to react to Dr. Kidd's paper.

REACTIONS TO DR. KIDD'S PRESENTATION AND PAPER

MR. KEITH GAINEY: Dr. Kidd's liberal use of academic terminology and meticulous organization of his thoughts indicated that a great deal of preparation was involved in the preparation of his paper.

I find myself in complete agreement with the principles of special education as stated by Dr. Kidd. In addition, I would add that as school people sincerely interested in the educational welfare of boys and girls who have problems, we should be selecting teachers and planning programs and so forth, asking ourselves what we would want if the youngster were our very own flesh and blood. When we temper our intellectual reasoning with common sense, we guarantee that we will give a fair shake to all the boys and girls we propose to serve.

I also have some concern that we have a tendency to invent new categories for children who, as Dr. Kidd states, fail to lodge in the niche of the statistical average. I have the feeling that at times we say a youngster has this type of disturbance or that type of impairment simply because he has not responded to the brand of training that we have forced upon him. It may well be that in some instances it is easier to categorize a child than it is to admit poor programming or inferior teaching.

One section of Dr. Kidd's paper concerns high and low incident exceptionalities, relative to the size of the general population base necessary to yield the required number of subjects for an economically efficient program of high quality. I cannot dispute the necessity of having a population base large enough to provide support to the different programs, whether the base be a single school district, one drawing from several districts or regions, or an entire state. I am confident that all of us feel that the base should be of sufficient yield, with consideration also given to the economics of the situation.

I suspect, however, that among us there are divergent opinions relative to the size of the base that is necessary. In speaking of relationships of programs and state financial support, I must emphasize that Cleveland truly believes in special education, that quality education should be made available to all children, including those who are handicapped. However, in reference to the state's financial support of local educational programs, it is our contention that the reimbursement for units meeting the criteria in the minimum program standards should be the same over all State districts, regardless of their local tax structure.

Certainly, also, if the classroom is the same as all the others in the building, if quality instruction is provided, and if it is understood that slow learners will share in both the responsibilities and privileges of membership in the school, there should be little question regarding the advisability of providing the slow learning youngsters with the opportunity of full membership and full participation with non-handicapped boys and girls of comparable age. However, as we all know, this does not always hold true.

Also, as Dr. Kidd states, statistical information is not evidence of integration per se. The totality of learning experience provided for the children must be considered.

As far as the residential placement of emotionally disturbed children, I believe that each year the school assumes an increasingly important and responsible role in the lives of the boys and girls. In Ohio, the schools are not yet responsible for the placement of children in residential settings outside the home. There is though, a degree of responsibility on the part of the school system for education of children who reside within the counties of the district and who just happen to have been placed in a residential treatment center. Here again, many factors should be considered in determining the type of instructional program best suited to the needs of the youngsters.

Regarding the formulation of classifications for emotionally disturbed and socially maladjusted on a racial basis, the practice that Dr. Kidd reports the special educators have been accused of, I suppose that such practice may be in operation in some areas. Speaking for our own school system, the possibility of this happening is absolutely nil. Furthermore, I cannot conceive of any responsible school administrator ever entertaining such a preposterous practice. This accusation may be just another unjust charge that we sometimes have leveled toward the public schools.

I am not one who will agree that children from ghetto areas respond to different educational approaches than do children in non-depressed areas. I feel that all children, regardless of their place of residence, will respond to qualified, enthusiastic, competent teachers, using sound educational approach and aided by the best of teaching tools, equipment, supplies and materials.

Dr. Kidd urged maximum opportunity, that the day should come when all children have the best kinds of equipment, the best teachers, the best buildings, so that we do the best for them, provide the maximum program possible.

We have problems in the administration of special education programs. However, none of our problems are as great as those of the youngsters we propose to serve.

Let us positively establish a sound philosophy, set realistic goals, then expend every effort to provide learning situations that will help each child develop to maximum potential, and equally important, of course, experience the elation that comes with success. This is the very important responsibility that we have as school teachers. Thank you.

MR. FRANK GERHARDT: First of all, I would like to say I feel a bit awkward in giving reactions. That is not because of the paper of Dr. Kidd, but because we happen to have in the audience a Director of Pupil Personnel, Mr. Walter Sites, and also, one of our Board members, Mrs. Jean Dye. Mrs. Dye is extremely knowledgeable in this field -- having activated legislation that has affected children in this area. So, I would like to say that the comments I make are strictly my own, and in no way reflect on my colleagues and associates.

Philosophy before organization is excellent, Dr. Kidd. I was very glad to see it. I would add to purpose that, as we talk about children being entitled to a free education, we should not think about a complete education unless complete education means life-long learning. I think we should all realize education is never complete for anyone, especially those enrolled in special education. I would hope as we re-write our philosophies for special education, that we would take a strong stand for special education beyond high school for all children. I think we must assign this responsibility to the institutions of higher education. We must not allow these institutions to perpetuate the myth that those that are not "suited" for college or liberal arts colleges should learn at lesser institutions or on the job, as it were.

You may have some reactions to that thought. It should be an easy matter, I would think, to pass the legislation at the next general assembly to redefine the purpose of our State supported higher institutions to require programs that also meet the needs of all the children in our State.

The second reaction I would give is that as we provide learning experiences for special education, (and I quote from the paper, "Irrespective of inequalities in cost," as Dr. Kidd suggests), I hope we could also do so irrespective of any type of educational program. Many children in special education deserve and need more than the academic program which is even disfunctional not only for regular children, but more so for many of the children we find in special education. These children need the very best learning experiences our collective knowledge from the behavioral sciences can create.

I must take major issue with Dr. Kidd's separation stand. During my hurried preparation for this assignment, I could find no research that supports the stand that separation either within the school or within a region makes a difference. However, if there is research of this nature, I would be very happy to review it.

Too much of education, I feel, is still based on the scientific era we entered via Thorndike in the early part of this century, when early experience acknowledged that all human beings can respond to some unit of measure, and thus, we are living with all the burdensome I.Q. tests, and many more. If we find one variable below the norm, we create a learning experience to attack that variable or so-called deficiency. But what about the learning variables that are above the norm? And what about the relationship that exists between these variables above and below the norm? Is it possible to organize learning experiences based on the strong variables an individual has? Is it possible to base these learning experiences on those variables when they interrelate? Dr Kidd refers to the establishment of special education service based on the learning superability or disability. It is my suggestion that we begin to look at those variables in each child that can be classified as super-abilities and organize our learning experiences around them.

And by the way, I'm not sure that we really know all the complex variables that cause learning today.

My second point refers to how we organize for the convenience of the adult in education and not for the learner. We do this all under the cloak of efficiency. It is more efficient to gather youngsters with the same disabilities in one place. Is it more efficient for the youngster or for the organization? Must not our goals define efficiency as efficiency of the learning experience for that youngster?

It is much easier to provide mobility for the adult staff in special education than it is for the child. I cannot take it lightly when every day on my own street I see that special bus come and pick up the one child under the watchful eyes of his peers and whisk him off to some mystical school. The child under such conditions has been immediately and sometimes permanently segregated from the major part of his opportunity to form social relationships. With the exception of extreme learning disabilities needing institutionalizing, and also for the purpose of gathering together a strong diagnostic staff, I would support an organization that would find youngsters in the same school and in the same classes with other youngsters, supported by a whole host of mobile specialists who come to him, to provide the required services.

In the long run, all children will function as adults in what is almost an integrated society. Preparation of this society for all children must be in an integrated learning situation.

Dr. Kidd states that the critical factor is the totality of learning experiences provided for the children, and I accept that. The variables he lists though, are curriculum, teachers, supervisors and administrators of the program. These are practical factors, to be sure. It is my opinion, however, that these elements are only a small part of the total learning experiences for the special education student. Other children and mass media cast a large shadow over the total input of the elements described in the paper.

Dr. Geer the other day gave us some predictions about what the future may hold, and I would like to take just a moment to give my impressions. I predict, based on current research, that we will find a rapid breakthrough in the ways we organize for the total learning experiences for all children. Not only will we move away from the specialist approach in regular instruction, particularly that based on subject orientation, but we will also move away from the specialist approach in special education. People will be trained and highly skilled as learning facilitators.

I agree with Dr. Geer that we will find methods to impart knowledge which will be available to young people faster and more accurately and more interestingly than any teacher today can provide. The teachers of the future will stress the skills of human relations and communications. They will devote their major energies and time to developing within every child, regardless of the super-abilities or disabilities, the skills of learning.

There will be no special education in the future. I predict, in the sense we know it today. Advances in medical sciences will either eliminate many of these disabilities we have carefully characterized, or will certainly be able to contain them with medication. New meaning will be brought to the concept of individualization of instruction that will make our present efforts seem ludicrous in comparison. This phase of instruction will be supplemented by providing for the special needs of youngsters who are now in what we call special education. But it will be done in the regular classroom.

I think organization as a concept will also take a new meaning. We will be more concerned about an organization that provides social integration along the lines of racially integrated schools or integration based on economic differences and many other factors. This would in a sense reverse the trends now toward segregated experiences suggested for more efficient instruction.

In conclusion, I would raise a warning as to how long special education teachers, and in fact, all teachers will be content to be divorced from the opportunity to influence the many decisions we are discussing here today. As we continue to produce more rational human beings and promote their eagerness to participate in the democratic process, we had better consider an entirely new organization that will permit such participation. This will not only change the way we make decisions in a building or in a school system, but also how we make decisions on a state and national level.

I realize that a period of transition perhaps for the next five, ten or 15 years will take place before my predications would ever come true. This is, in a sense, what makes me share with Dr. Kidd the optimism that he has. I think optimum education is possible and I think our collective resources and energies will bring it about. Thank you.

DR. DONALD ZEMANEK: I, of course, came here prepared to react to a paper. And yesterday I was prepared to react also to a presentation. Now I feel that I want to react to the reactors and their statements. I think I will try to combine these three elements.

First of all, let me say that I do agree in general with Dr. Kidd's paper. I think there would be general agreement with the early part.

I would like to talk a little later about the classification system which he suggests, because I think this has real implications, not only for us in the schools, but for parents of exceptional children and for the very problem of communication with general education.

First, if we can become a little more constructive about what we might do to educate both general educators and the public, we may make a great deal more headway than in the past. I think one of the professional responsibilities that every special educator has is to educate his fellow general educator.

I would also like to make the statement in defense of Dr. Kidd's position which may be considered segregationist in nature. We should be very conscious that physical integration does not, for the handicapped child, at least, guarantee social integration. There is much in the research to indicate that the handicapped child in a regular classroom is a social eyesore, and I think we have to be concerned with this aspect of the problem.

To return to Dr. Kidd's statement regarding classification, that I am much concerned about the looseness of our classification system as spelled out here, if I interpret this accurately. I am also concerned that once again we are creating additional possibilities for misunderstanding, misinterpretation and ambiguity. I think, for example, as Dr. Kidd suggests in his paper, it may be more kind to say to a parent, "Your child has general learning disabilities," as opposed to, "He's mentally retarded." On the other hand, I"m not so sure that we have as accurately transmitted the information that we have in hand, in view of current terminology, to the parent. If all we have done is provided another hurdle to communication, I would be much concerned about it.

I think that we do have to be concerned about parent feelings. I think also, that we should be honest in expressing what we know about a child, so that a parent can make the proper decisions relative to that child.

What Dr. Kidd suggests in way of classification is probably quite advanced, when we look at our situation in Ohio, where we still insist upon calling educable mentally retarded the slow learners. I become discouraged when I sense that our State superintendent might even be confused about what a slow learner is in the State of Ohio. If this is so subject to misinterpretation by a person who has devoted a great many years to education in Ohio, then we could assume the State legislators and other people who are very much involved in the future of special education in Ohio could make the same kind of misinterpretation. I think, for example, it is conceivable that a person coming before the State legislators could say, "No other State in the Union, you see, has slow learners as such in special education. Why does Ohio?" So I think we need to look at this and we should look at it quickly, and the matter should be taken care of in the most expeditious manner.

Let me address myself to Dr. Kidd's suggestions relative to a demographic school unit or district. Any student of geography knows that many of our population centers in this country overlap areas, in two or even three States. What Dr. Kidd is suggesting, if I interpret accurately what he has said, is that in some instances, in order to really meet the needs of children adequately, we have to think not only of larger districts within a State, but of crossing State lines.

I can think of no thing in education that is more depriving of educational opportunity than political subdivision boundaries. Yet in Ohio, and in nearly every State in one instance or another, school districts are compelled to do this very thing. There is something very contradictory about a philosophy that says every child is deserving of an education, when we are willing to sacrifice that child's education because of a State line. Unless we find workable solutions to this on the State level, there will be no alternative, I think, except for this to be done on a more highly centralized level.

I think in summary, it behooves us as special educators to do these things in the very near future in Ohio. (1) I think it's imperative that our classification system be brought up to date by changing the term "slow learner" to "educable mentally retarded." (2) I would suggest that we not stop with this conference, but carry on with discussions about how we can go to a larger population base for our districts related to special education. (3) I would suggest that we not throw out the window Dr. Kidd's suggestion that we consider at least a special education district program. This does not need to take us out of the mainstream of education. Whether or not we are taken out of the mainstream of general education depends largely on our attitudes and the attitudes that we are able to shape in general education. (4) We should be prepared to organize parent groups, those supporters of special education, to see that special education, as well as general education, gets its just deserts in the State of Ohio

I think Dr. Kidd in his paper pointed out certain facts relative to the wealth of Ohio and its comparative expenses for education, and I think we should be aware of these facts. Our concern is not, you see, for anything but the welfare of exceptional children. We verbalize this pretty frequently. I think the time has come to get our shoulders to the wheel. Thank you.

REACTIONS TO DR. SELZNICK'S PRESENTATION AND PAPER:

MRS. ANNE PETRY: When presented with the opportunity to react to Dr. Selznick's paper, my thoughts to approach the task immediately grouped themselves into four steps.

First, I thought I would want to structure a general summary of the highlights of the paper. Secondly, I thought surely I should find something with which I should disagree. My third reaction would be points with which I heartily agree, and fourth, it seems to me, and most important, what challenges does he present to us as administrators in special education? What new goals does he give us to begin to work toward?

Throughout his paper, Dr. Selznick stressed the importance of organizational and administrative relationship of special education with that of general education. In order to be effective, the organizational pattern should give consideration to the value system of society as well as to individuals. While general education serves the needs of society, special education looks to the needs of the individual. This division into general education and special education then is one of emphasis rather than one of a clear- cut dichotomy.

I felt his deep concern regarding the educational program of children from an early age to an older age. New jargonistic terminology may categorize children, but does not give meaningful direction to the learning task to be presented. What is drastically needed is the development of descriptive terms which relate to educational purposes, and which can be easily and readily understood.

One could almost be tempted to say that the key to the entire program and the most important factor was located in the paragraph where Dr. Selznick discusses the role of the teacher. Pupil growth depends upon the efforts and abilities of the teacher more than on the factor of school organizational patterns and methods.

Dr. Selznick stressed another important factor throughout his paper, change. Change is the urbanization of States, increase in the size of families, changes in the labor market, change in patterns of service; therefore, any discussion on the functions of administration must be considered as a statement in transition.

I could not find myself doing much disagreeing with him. I too feel strongly the needs of children in special education to be loved, to be disciplined, to feel secure, to play, to learn through experience and to meet with success. Who could possibly disagree with the thought that there must be a variety of patterns of service for different sections of our State? The circumstances are not always comparable. So the effort to identify a single organizational pattern just is not reasonable.

In addition to agreeing that improved modes of transportation and highways have great effect on the need for residential schools, diagnostic and evaluative services and dissemination of information, we have seen other changes taking place. One would note the tremendous growth in enrollment and in programs in special education. With this increased growth comes increased concern for curriculum organization to insure the teacher of understanding and the skills which pupils need.

I particularly liked Dr. Selznick's analogy in stressing the importance of shared responsibility in curriculum planning. We know in music, it is recognized there are composers and there are performers, and seldom would one expect that the composer would be equally qualified as a performer. A framework is needed which gives systematic direction to the education of students, which encourages the coordination of the efforts of the teachers.

We should go home from these meetings with something new to try, a new technique, a new goal to achieve, a new word or a renewed spirit. These were the challenges Dr. Selznick gave, challenges of new avenues to open, new ideas to try. He tells us that the administrator is the person who organizes the efforts of the school system to achieve its purposes. One of his duties is to help the organization clarify its purposes, and it is most important that the administrator has a good knowledge of the needs of all children. It is a duty to coordinate the efforts of all the personnel working with and for the handicapped. It is his responsibility to obtain resources, buy equipment, purchase furniture, make sure that supplies are available. Another very important concept is the administrator's place in the power structure of our schools and community. Dr. Selznick brings this challenge to us: Are you as an administrator a maintainer of the status quo, or are you the kind that is a leader for change and moving ahead?

The administrator is going to have to play an increasing role in the financing of special education, and we must be concerned with the district lines in our State. It will be the administrator who will have a responsibility of extending the services in special education to include the preschool child, and summer programs. I really had a good feeling when I think for the first time with some Title VI funds we are going to be able to give some physical therapy and occupational therapy to our crippled children. We are going to have auditory training for our deaf youngsters, so that their chances to become oral deaf adults is much greater. So each one should take home ideas and concepts for his own particular situation, personality, capabilities, and the particular community in which he works. Dr. Selznick did, as all good educators should do; he named and presented new horizons to make us think and stretch to reach those improved heights of excellence.

MR. DANIEL PETERSON: I appreciate very much the opportunity to respond to Dr. Selznick. I regard him as a close friend, family friend, and a mentor over the past four or five years. I have to support Dr. Selznick's position that there is no one pattern, there is no one formula, that will meet the needs of all areas. In terms of State organization, I think there are important implications in that viewpoint so far as the distribution of State funds is concerned.

I am very deeply concerned about three groups of children. One is the trainable mentally retarded child. I know less about the northern part of the State, but I am going to be put on public record to say that the severely retarded children in the rural areas of Southern Ohio are being short-changed, and they are being short-changed because of the Statewide organization of the trainable program. They are being short-changed because of the organization of the training programs within our colleges and universities, and they are being short-changed because of the lack of support from our State legislature.

Another group I am deeply concerned about are those youngsters who find themselves in State institutions. We have two of those gigantic masses of mortar in southern Ohio, one for the emotionally disturbed, and the other for the mentally retarded. I must say that the quality of the programs for the youngsters within those institutions leaves a great deal to be desired, and that they are being short-changed. Furthermore, I believe they are being short-changed because of the State organization of education for children who are retarded. I spent a day very recently in one of the large institutions in southern Ohio. I saw there youngsters from Cleveland and I saw youngsters from Cincinnati. One of the fellows I saw was pedaling a bright red bicycle. I asked him why he was there. "Because there isn't time for me."

"Any reason?" And he said because he was a troublemaker. So I thought, "Well, he just didn't know any better." I asked the attendant, and she said, "Because he gets into trouble a lot." I thought, "Well, surely she didn't know." I asked the school psychologist, and he said, "Well, you know, he's a terrrible discipline problem."

I submit that youngsters like this are being short-changed because we have not had the courage or the fortitude to step forward and say, "We need to re-think our organization."

It is important that we think about crossing State lines and County boundaries. I would like to see one department be able to cross lines with another department. I would like to see one university be able to cross lines with another university.

MR NICK GALLO: A few years ago, there was an attempt to establish a cooperative experiential program for hard of hearing children attending seven different local school districts. After nine months of work, my Board of Education assumed the responsibility for this program and employed a teacher. I was attempting to determine why this program failed to become a reality. I was able to isolate two important factors. (1) I assumed that because my school district recognized the need, the other six did. (2) I was keeping my own superintendent informed of the progress of our efforts so that when the time came, a decision could be made. I also assumed that the other individuals were keeping their superintendents informed. Both of the above were false assumptions.

Since I am employed by a County office, I have chosen to structure my thoughts on Dr. Selznick's paper in terms of this type of school district organization. My first reaction is a philosophical question: Is it true that the American society has given the responsibility for the development of the individual to the schools, or have we as educators assumed the responsibility, which may vary from one part of this country to another? As a further extension of this question, do people really care about handicapped children, particularly if they are not their own? To expand on this question further, do educators really care about the handicapped child if they are not special educators?

Dr. Selznick refers to the possible problems which must be created by a single operational pattern for all sections of the State, and suggests that consideration must be given to a variety of patterns With specific reference to Ohio, I submit that until the local school district concept is reorganized by (1) establishing special education districts, possibly similar to the vocational school districts in Ohio, or (2) assigning all State monies for special education to one county office or area educational center, whatever they choose to call it, (3) providing an actual data processing print-out of the monies allocated to each district for special education, with the stipulation that they be spent for special education, we are unable to use Dr. Selznick's idea.

The many suggestions made relative to curricular adjustments and the implementation of technology will not be applicable to the small local school districts of Ohio until the concept of "my" school district, "your" school district, is changed to "our" school district, and children can be provided with special education services regardless of their legal residence. I do not discount his suggestions as invalid, but rather, as unable to be applied without a structural change.

In another area, he discusses the problems of our classification system, and suggests that what is needed is the development of descriptive terms. I question whether educators will ever agree on labels and terminology, as is evidenced by our various terms to identify the gifted, and more recently the learning disability child. You call them at the University level what you like All I want is the money to run programs

Closely tied to Dr. Selznick's concept of effective leadership utilization of power structure and allocation within the power structure is the concept of school finance. The control of finances for special education by the special education administrator brings implementation of programs very rapidly. More specifically, the County Office is concerned with the responsibility of supervision of special programs, but has no authority to spend money to adequately equip these programs. I question whether it is a responsibility of the special educator to convince the regular educator of his need of special programs, or whether it is the responsibility of the graduate schools of educational administration to teach that we do believe in the dignity and worth of each individual. The responsibility of developing programs for exceptional children should be assigned to the special educators. Special Education should be given its own budget and the director placed in a decision-making role and permitted to make commitments. I cannot argue with Dr. Selznick's additional suggestions

DISCUSSION SESSION AMONG CONFERENCE PARTICIPANTS AND CONSULTANTS

DR. RAYMOND A. HORN: We now give everybody the opportunity to respond to the speakers. Does anybody want to start off? Fred Rolf, Superintendent of Maumee City Schools.

MR. FRED ROLF: Not being an expert in the field, there are a lot of things I do not understand. I do feel I am sympathetic toward special education. But I would like a reaction from any of the speakers, not directed toward anyone in particular -- what is the best procedure, if you have a choice? Is it better to go to a regional type of program, or is it better to program these children into the regular program? The expressed trend toward regional centers was somewhat of a paradox to me. I have been under the impression it is better to program as much as possible with general education as we can.

MR. MARVIN E. BEEKMAN: This probably is where I would differ somewhat with many people. We confuse issues sometimes when we think of regionalization, assuming that regionalization means all kinds of services out of one central office. Regionalization need not be that at all.

In the state of Michigan we are moving toward a regionalization plan. On the other hand, we still are firm believers (and I am especially) that classroom services can best be handled at the local level.

There are services that should be handled from a regional center. These include planning, organizing and developing in curricula, transportation, in-service training and many others. Those activities are of fundamental importance, but they can be much better done by joining the resources of many school systems It means being able to provide services to many districts that couldn't afford these kinds of services and these types of operations. I don't think that we should think of regionalization as pulling everything into one center.

DR. HARRIE M. SELZNICK: I think you start with a different point of view. You start first of all by saying, "What are my responsibilities to children, and what learning situations do children require in order that they may profit, and in what numbers do they exist?"

When I talk about regionalization, I'm talking about a geographical section. Regions may be different in size, depending upon pockets of population. A region may be all of a city or part of a city. On the other hand, a region may represent several school districts which combine forces to provide for youngsters. The concept of providing the whole program does not necessarily continue to hold true because of increased and improved modes of transportation and improved roads that permit youngsters to be brought together. I advocated earlier a variety of learning possibilities for children, and I think this is where we must bring our expertise into play. We have to ask ourselves, "What does this child require at this stage in his development?"

Not all children require the special school or the special class for the full school day or the full school year. We have to provide the opportunities for movement; at least this is Harrie Selznick's point of view. I think that children learn differently in different areas and there has to be the opportunity for movement on the basis of what will benefit the child.

We do have special schools, but with opportunities for regular movement. For example, our secondary program for the educable mentally retarded includes about 6,700 youngsters. About two-thirds of that population are provided special classes in regular secondary schools and one-third is in special school locations. But initial placement is on the basis of the child's needs. And, there is regular movement on the basis of periodic reassessment of the child, and movement is to the program by which he can best benefit.

This is our educational responsibility. The recent decision in Washington, D. C. public schools to give up the track system was relating to the fact that the program did not clearly demonstrate that youngsters were moved on the basis of educational performance or learning needs. I think it is up to us to show that we do not direct the child to a given location and then forget about him. Reassessment, relocation, reexamination of what we are doing with and for him, -- all of these are part of our educational responsibility. I hasten to add that we believe very strongly in deparmentalization of the secondary level also - very strongly

MR. MARVIN E. BEEKMAN: Michigan is in the throes of negotiation problems. I have not heard much mention of it here.

Negotiations can be an aid to special education or can be a detriment. I have seen things happen through negotiations for handicapped kids that I did not believe were possible. I know a school district which, when another room was needed for regular classes always threw the special room over in the boondocks someplace. And I have seen teachers, through negotiations, do something that special education directors were never able to do, namely, stop that kind of thing from happening. Yet, on the other hand, I notice in Flint, Michigan, where kids, due to the tag put on them, were negotiated out of classrooms. I think it's something that general educators and special educators better begin looking at pretty clearly, because it has a frightening aspect. It is something to think about, the problem of negotiations in the future.

DR. RAYMOND A. HORN: Let's go to another one. Charlie Smith, Director, Pupil Personnel, Warren City Schools.

MR. CHARLES SMITH: Are our speakers acquainted with the peculiar tax structure in Ohio? The regional idea seemed to be appealing to most everyone. I think it will mean more control by the State and less by local districts. These regional offices would need to be subsidized by the State and would therefore be more subject to State supervision and less subject to local needs or whims.

All school districts receive state support but this support varies from 20 to 91 percent. I think Michigan probably is similar to Ohio in taxable basis and yet, the state support for special education is much higher. I do not see how we are going to do anything too terribly great in special education unless we do move into more State-controlled, State-supported regional offices with classes run by these offices and special personnel subsidized by the state.

MR. WILLIAM C. GEER: I would like to point out something that Dr. Selznick has implied, and I think was brought up here. The services to a child, to be adequately planned and administered, need not depend primarily on whether the administration is essentially local or regional in terms of jurisdiction combined to provide this service, or whether it is operated by the State.

Let us put another dimension to it -- national. I think there are some areas of our field, some problems that are so few in number that they deserve national attention. The one I use most frequently in this regard is the deaf-blind. So far as I know, there is no region within any State that has enough of these to start a school or start a class. In fact, for many years there have been small programs that have existed at some six or eight centers over the country. Even these are not highly populated and require staffing on a one-to-one or one-to-two basis. So a program for these children might be national.

It gets back to this fundamental. Let us not let the administrative jurisdiction or plan get too overpowering in our thinking. Let us examine the child who needs the service, then set out to provide for him the intervention that he needs. This in turn will determine, as it has in many instances, the kind of administrative setup that we engineer to take care of many of these problems. Some of them are individual, some of them are collective, and so we shall have to deal with them.

MR. LEWIS HARRIS: Working with boards of education and with administrators, as I do, I receive a rather repetitive and familiar question to which I have very little in the way of a solid answer to give. I am wondering whether these people can help me. We have the question of either the segregated type of program or the integrated or comprehensive, repeatedly referred to this morning. I think Frank Gerhardt questioned whether there was any solid research evidence to support one type of approach, and I think Mr. Zemanek referred to the fact that there probably was some research evidence.

In Federal projects you have a requirement that there must be an evaluation which accompanies each one of these proposals. My question is, what is the solid research basis on which boards of education and administrators like Fred can make decisions? Or are we going away from here with the understanding that there is no clear-cut evidence? If so, how much longer are we going to be able to expect the public to underwrite a program on pure faith? We keep talking about evaluation of not only programs, but of performance, and we talk about intangibles. Are there any tangibles?

JEAN DYE: I don't know how long people are going to continue supporting through taxes the general education of children. Certainly our evidence on what is happening and has been happening to children is not really sufficient to warrant the kind of monies we are putting in. I cannot divorce that in my own mind from the kind of monies we put in special education.

What I really want to say goes back to a couple of questions ago.

I had the opportunity recently to talk with Ralph Regula, who is a Senator from this area. He, as you probably know, has been very interested in promoting this area service center idea. But he said that because of the implementation of the practice made possible by Senate Bill 303 in Mayfield Heights whereby school boards are getting together to pool monies to build and equip facilities to service handicapped children without additional taxing authority, without additional personnel, without additional boards of education, and doing better for children, - that because of this, he is changing his idea of area service centers. He hopes that boards and administrators, especially pupil personnel people in the field of education throughout Ohio, are alerted sufficiently to exactly what this bill could be doing for us. So I do hope through the Division of Special Education that the proper kind of publicity is given.

MR. WILLIAM C. GEER: I would like to speak at this point of evidence of research in education much in the same vein that Miss Dye has spoken. If we had to justify any portion of our public educational system through what is commonly called research evidence, we'd probably throw it all down the drain, and wouldn't that be a pity?

I submit to you that the best evidences that we have of the success of our educational system are the millions of youngsters who flow out of these schools every year with the abilities and the achievements that they demonstrate. I am not highly concerned about the research evidence for that, because I believe that correlations of gross national product with the growth in education expenditures would tend to be the kind of research that we would go to justify what we have been doing thus far.

I am concerned, however, that we begin to study many of the problems of instruction and the problems of placement of children and the problems of administrative arrangements more than we have. At this point in time, we should try to evaluate them in terms of research. If we are talking about tightly controlled experiments, we just simply could not do it. As some investigators have found out when they have tried to measure, even their measuring instruments were not yet effective. I think that is one of our dilemmas every day, that we still do not have the measuring systems. But hopefully, these are being developed, and someday, with the continued investment in education, our entire community will continue to grow as it has been growing over the years.

DR. RAYMOND A. HORN: We'll take one more question.

LOREN GIBLEN: This is not a question, but it just occurred to me that most of the special education classes are in non-additional aid districts. With a little cooperation from the State Department, maybe we could put the classes in the additional aid districts and this might help everyone. Most small districts send the youngsters to non-additional aid schools for these special classes, and therefore, our costs are much higher because of limited aid.

MR. DON KINSLEY: Is there a trend in other States, with the increased political bargaining power of our teacher associations at a local and state level, to bring pressure to bear to direct funds more into general education for salaries rather than into special education and special services?

MR. MARVIN BEEKMAN: Very quickly, I would say no. The Michigan Education Association has given us tremendous support in special education for funding and other things. There is a trend in Michigan (and I'm not going to say whether it is good or bad) to pay special education teachers a higher salary. I am not sure we should not have differentials. There is a trend towards negotiating our differential in salaries across the State, but not negotiating our services. The trend is pushing for more services with the support of regular education.

DR. HARRIE SELZNICK: The answer for Baltimore also is "No." Very hurriedly, two things. First of all, we are on a single salary scale system. The Unions are very, very strong for special education. As a matter of fact, they have exercised some controls with regard to class situations. They are insisting that we hold to lower class sizes.

Second, we are on a program budget. We have our own budgeted funds, which may not be touched by anyone else. They are requested by us, passed by the Board of Estimates, and they City Council for the City of Baltimore. The State Aid is earmarked for our purposes, so no one else may touch the monies. Therefore, we control our own expenditures.

DR. RAYMOND A HORN: Thank you, gentlemen.

MR. BOB STINSON: Dr. Horn, I think we have had an excellent conference here. We have had two days now of suggestions on special education problems. It seems to me that this gives us considerable background concerning many facets of special education and educational support.

I do not like to see this group depart without some consideration of what should be the next step. I heard on the one hand that unless we make our voices heard, the state legislature or others will have the say and we will say later then we were not consulted.

It seems to me there should be, before this conference breaks up, some kind of pattern for future action, as to how we follow-up this conference in whatever direction this group feels should be the next step. We need an agency to determine when and how and what people should be involved in this follow-up. It seems to me that the State Department of Education is the logical agency for this purpose. Individual school districts cannot very well make these determinations or assume responsibility for calling statewide meetings. We do need to have some organization of people concerned with special education problems, working closely with the State Department, to consider the alternatives and then to make specific recommendations that may affect future legislation. Unless we have some such procedure for follow-up, the major value of this conference may well be lost.

MR. KEN HAZEN: I would like to suggest that we need to move in some direction and may I suggest two possible directions to move. One is to work with the sponsoring Title III group, which I am sure would be glad to receive communications and pass them on. Here is a funneling process that you might want to follow. Second, I think I have the authority to make this further proposal to you. As Legislative Chairman for the Ohio Federation of CEC, I would be very happy to have any communication and any suggestions for the kind of structural organization that you would like to see in the next six to eight months prior to the next session of the legislature. So either singly or collectively, through the Federation or through the Directors of Special Education Group, I think we have some vehicles for communication If you would move your suggestions in those channels, we could review them together later in the summer, and perhaps look at some directions that might be taken with the legislature.

POLLY ALEXANDER: The Ohio Psychological Association has recently reconfirmed its intention to support legislative effort and would welcome direction in this matter.

MR. WILLIAM C. GEER: I like the tone of these last two things. I would like very briefly to give you the information that a few years ago this sort of thing developed in California. It resulted in a major study of California legislation and an entirely new block of legislation that did much to further progress. The general movement included CEC, joined with several State professional and volunteer organizations, and parent organizations. They presented the same kind of front that we have been presenting nationally for the last six or seven years. This works.

FRIDAY, MAY 10, 1968, LUNCHEON SESSION

MR. SAM J. BONHAM: A conference would be a stark failure without participants. I would like, therefore, to recognize and thank the people that have been here and have shared with us our concern for problems.

(There followed recognition of individuals and groups present.)

None of you in your presentations this morning reacted directly to Dr. Martin Essex' address yesterday. I would like to do that, briefly, because I think he said some things that should be taken seriously and given hard consideration.

One thing I heard Dr. Essex say was that we need to develop in one of our major training programs in Ohio a solid program for preparing administrators of special education programs. I could not concur more heartily with that recommendation. Several universities, including the University of Cincinnati are in the throes of the development of such a program. I am sure that the impact of this kind of training, not only for the new people coming into the field, but some of us old-timers who need to get back for refreshers, is going to be noticeable in the next decade.

Dr. Essex said something else that we have all worked at but maybe not always carefully. He said, "Let us integrate the handicapped child wherever possible." Again, I couldn't agree more. I am sure he would also say, "But remember that physical integration is not necessarily meaningful integration." We are all aware of the research which indicates that handicapped children can be integrated and isolated at the same time.

He said, "Let us have more vocational educational orienting experiences for the handicapped child." Many of you know of our commitment to the idea that not only the educable mentally retarded child, but all handicapped children should be involved in rehabilitation services and vocational experiences wherever possible. Demonstration programs like the one in the Dayton metropolitan area are, I think, a classic example of Ohio's attempt to move forward in these areas.

He suggested some parameters for special education, and he also raised the question of whether or not we need to test those parameters. I think one of the finest hours for Ray Horn was the development of the program for children with learning disabilities which is now reaching literally hundreds of children across the State who could not have been served without the kind of leadership that Ray brought to the question about where are the parameters of service for handicapped children.

Finally, he gave us a charge. He said, "We need your help in serving the alienated and the socially delinquent child." That charge, and the preceding four, make up a list of five topics we ought to take very seriously in our next meeting.

Now, let me summarize very briefly what this Conference has been about. A select and diverse sampling of people are here, representing individuals and groups who have demonstrated a concern for and a commitment to the idea that every exceptional child deserves an opportunity for an optimum educational program.

I am proud of the fact that you are here. I am prouder of the fact that you are only a sampling of those kinds of people in Ohio.

Why are you here? Let me say again: First, to give serious consideration to the question of how school districts should organize, and plan to serve handicapped children. Second, to question whether or not we are making the most effective use of the total resources available to us for handicapped children. Third, to think through the problems of management.

And I think Dr. Essex was quite right when he said one of our jobs is management. That isn't always the job that the professional likes to do.

Let me give you a feel for the kind of management job we have had in the last four months that we have not always enjoyed. In teacher training, we asked the Federal government for $375,000, based on documented needs for programs in Ohio. The final allocation was $152,000. We had to manage a 60 percent reduction in funds in that program. In Title VI in three weeks, the schools of Ohio submitted 192 projects and asked for three and a half million dollars. In three more weeks, the review panel of nine people, most of whom are in the room, reduced that request to 62 projects, which could be funded with the $700,000 that we got from the Federal government for that purpose.

In February, we asked you what you were going to do next year, and you said you were going to start 1200 additional teacher units to serve handicapped children. Most of you had the kids already identified. We had to tell you that there was enough money for only 260 units. Those are examples of the kinds of management that do not always make friends, but they are jobs that somebody had to do. The decisions were made on the basis of what we could determine to be the best priorities in serving the needs of exceptional children.

We make no apology for the fact that those kinds of decisions have to be made. But administration is also leadership, and that is the part we enjoy.

Most of you are already aware of many of the issues in special education, such as financing. How do we get the money; from where does it come, how shall we use it? We live that issue constantly. Another is teacher training. How much training, and what kind continues to be a major issue in our State. We must soon be able to answer how much training the teacher of exceptional children needs and what type of training. For example, are we ready for a care training program of all teachers of exceptional children? Do teachers need any training at all to handle handicapped children? I would hate to try to explain to some parents that they do not.

A third issue is facilities. You have heard reference to Senate Bill 303. Under it you may now join together, utilizing funds available to you at the local level, to construct facilities to serve handicapped children in all areas. It is a significant breakthrough. The Ohio School Boards Association was directly responsible for that breakthrough. But where should facilities be located; who should operate them; whom should they serve? Those answers do not exist in that bill, but are the responsibility of professional educators of exceptional children.

Instructional material is a new issue. We shall begin July 1st, with an instructional material center in our office, and we hope for a least one satellite center in some other part of the State on a pilot basis. The crux, you have already heard, is to get materials demonstrated to teachers on the firing line. The last thing we need is another collection on shelves.

And I hope we have brought to you another issue in special education, which again touches all of education. Are we organized to serve exceptional children effectively, and can we organize so that we can serve more effectively? Are there organizational structures that will take the resources that are available to all of us and utilize those resources in the most efficient way possible? We are beginning to take a position in some areas of the State in terms of saying that we can solve some of the problems on a regional basis or we can no longer justify continued additional state funds in your programs. But more important, we really need additional structures and alternatives.

Some of you may be upset with the fact that we did not present just one alternative. I submit to you that it is part of the role of a state agency to encourage study and possible use of several alternatives. The special education program in Ohio is not my program, it is your program. There are no exceptional children in our office. All the kids are in your school districts. Our job is to help you explore the alternatives that are open to you, to resolve the issues that I have enumerated, in every way that we can. Do not assume that it is our responsibility and our intention to solve all of these problems for you and alone, for they remain the problems of each and every school district throughout the state. As you go back to your own communities with sets of ideas and alternatives, accept also the responsibility for assisting the people in your own areas of the State through those alternative and mobilize to take constructive action that will lead to continued and expanded opportunities for all children in Ohio.

Where we can be of help as professional consultants and people with research information and a broad experience with programs throughout this state, call on us. If, however, you want us to solve a problem for you, we probably cannot help you.

So the purpose of the conference was to introduce a major issue, designs for organizing and administering special education, and to point out the attendant subordinate issues. Further, the purpose was to help you think about the alternatives, to give you information about how other states have solved the problem, and invite you to go home and begin to think through how what you need to do in your own area to attack the problem. At no time did any of us have the idea that the answers would emerge here and now. With that challenge, I would like to turn to some good friends of special education for the last word. First, to Dr. John Kidd.

DR. JOHN W. KIDD: It's difficult to follow those comments Mr. Bonham.

I think the four consultants would say the same thing, and perhaps more, that the American chance should be the best chance that our collective ingenuity can devise. I think we were talking to you more about the goals than the means of achieving them, though we suggested some means. I think we are all aiming for Heaven and one day may arrive there. There are several different avenues.

It's been wonderful for me; I am delighted to have been asked to participate. Thank you again for the opportunity.

MR. SAM J. BONHAM: Finally, Mr. Geer, since you started this thing yesterday morning, why don't you finish?

MR. WILLIAM C. GEER: Thank you Mr. Bonham. This has been a great experience for all of us. I am going to use some of my last words to respond to some of the comments of this morning.

We who work in special education do not seek the sole responsibility for the administration of programs. What we do diligently search for is the opportunity to advise and to have some role in the policymaking structure.

Some day when the theory of special education is finally formulated, probably the first axiom of that theory would be something like this: "The extremes of individual differences in children require that they be given special consideration in their education." I believe that is an axiom that deserves concern. It is sometimes difficult to understand and to explain why we talk about programs for the handicapped on one hand and programs for the gifted on the other when we discuss a total program for the education of exceptional children. But if that axiom and that theory were to be underscored, it would include such names as Louis Terman, whom some of you know best for his studies and contributions in the area of the gifted. He also made distinct contributions in the area of the mentally retarded. Dr. Walter Barbe also, in addition to being a strong person in the education of the gifted and remedial reading, included the handicapped child in his activities. One of the people who would have to be included with dual interests is Dr. Jack Birch, who has done significant writing and research in all areas of exceptional child education. Another is Dr. James Gallagher associate commissioner of the Office of Education, and I could name several others. I do think the observation that was made is perhaps that one should have visibility. Perhaps the administration of programs for the handicapped has enough difference that there can be a different administrator for those programs without doing violence to the idea that both the handicapped and gifted are in special education.

One other idea that came out was that a unified thrust that is necessary to get the legislative program that we need. You can underscore that three times at least, and then if you underscore it again, that would be fine.

I think the best thing you can say about a conference, and I'm going to say it about this one, is that I have sensed movement in the last two days. I am sure that yesterday and today I saw movement here and I am sure that I will continue to see it in the future. I want to join with Dr. John Kidd in commending Mr. Sam Bonham, and Dr. James Connor, people who are associated with this Title III Center, and to the administrators, the psychologists, school board members, special educators, and all the others that have been involved here. This kind of dialogue, if continued, will certainly bear fruit that will give credit to all who participated. I certainly feel that I have grown as a result of this experience. Thank you.

MR. SAM J. BONHAM: Gentlemen, thank you very much. Thanks to all of you for coming and making this conference possible.

Let me share with you what one mother said in one meeting that I happened to attend, that put it all into perspective. This occurred in a school district meeting for parents of children of learning disabilities. I was sitting in the back of the room while a very fine teacher explained to the mothers and fathers in the room what they were doing with children with serious learning problems. When she got through, she said, "Now, maybe there are some questions," and there was a long silence.

"Well," the teacher said, "There is one thing that bothers me. Many of these children have some visual-perceptual difficulties, and for some of them we begin with some visual training, and you know", she said, "it worries me because I know those papers look different." If you have seen some of them, you knew what she meant. She said, "I wonder, how you feel about it when your child brings all those unusual looking designs and training exercises home?"

There was a long silence, and finally one mother held up her hand. In one sentence, she told us why we believe in special education. She said, "I just look at his smiling face and I know it's all right."

That's the kind of research that makes it worthwhile. Have a safe journey home.

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APPENDIX A

CONFERENCE PROGRAM

THURSDAY, MAY 9, 1968

MORNING SESSION

Mr. Sam J. Bonham, Chairman, Director, Division Special Education
Columbus, Ohio

THE CHARGE - Dr. Martin Essex, Superintendent
Public Instruction, Ohio

THE CHALLENGE - Mr. Jack Jones, Chief
Aid to States Branch, Bureau of Education
for the Handicapped, Washington, D C.

PRESENTATION

Mr. William C. Geer, Executive Secretary
CEC, Washington, D.C.

PRESENTATION

Mr. Marvin E. Beekman, Director of Special Education, Michigan
State Board of Education, Lansing, Michigan

LUNCHEON SESSION

Dr. James P. Connor, Chairman
Project Director, Special Education Programming
Center, Canton, Ohio

Introductions and Remarks

AFTERNOON SESSION

Mr. John Augenstein, Chairman, Assistant Superintendent of Schools,
Youngstown Diocese

PRESENTATION

Dr. John W. Kidd, Assistant Superintendent, Special School District,
St. Louis, Missouri (President CEC)

PRESENTATION

Dr. Harrie M. Selznick, Director of Special Education, Baltimore,
Maryland

Discussion Group Organization

Discussion Group Meetings

FRIDAY MAY 10, 1968

MORNING SESSION

Mr Edward C. Grover, Chairman, Assistant Director Division of
Special Education (Supt. Ohio State School
for the Deaf), Columbus, Ohio

Commentaries by reactors on the four position papers and the four presentations made in the first day's sessions.

Dr. Raymond A. Horn, Chairman, Director of Federal Projects,
Columbus, Ohio

Discussion with group leaders with questions and comments from discussion groups and floor.

LUNCHEON SESSION

Mr Sam J. Bonham, Chairman, Director, Division of Special Education,
Columbus, Ohio

REMARKS - Mr. Bonham

THE LAST WORD - Dr. Kidd, Mr. Geer

CONCLUDING REMARKS - Mr. Sam Bonham

APPENDIX B

LIST OF CONFERENCE PARTICIPANTS

Mrs. Polly Alexander, Ohio Sch. Psych. Assoc., Cols.
Miss Amy Allen, Ed. Cons., Ohio Div. of Spec. Ed.
Mr. Wm. Beitzel, Special Education, Miami University
Mr. Edward Berkheimer, Ed. Cons., Ohio Div. Spec. Ed.
Mr. Frank Bock, School Psych., Maumee City
Mr. Loren Briggs, Supt., Newark City Schools
Mr. Mervin Britton, Dir., Pup. Pers. Serv., Clark Co.
Mr. Michael Chrin, School Psych., Kent City Schools
Mr. Wm. Crawford, Ed. Cons., Ohio Div. Spec. Ed.
Mr. Jacques Cross, Chief, Sl. Learn. Sect., Ohio Div. of Spec. Ed.
Mrs. Jean Dye, Cleve. Hts.-Univ. Hts. Board of Education
Mr. Foster Elliot, Dir., Pup. Pers., Elyria City
Mr. George Fichter, Regional State Cons., Kent State Univ.
Mr. Harry France, Supt., Montgomery Co. Sch., Dayton
Mr. Patrick Gibbons, Ed. Cons., Ohio Div. of Spec. Ed.
Mr. Loren Giblen, Supt., Warren City Schools
Mr. Garvin Gloss, Ed. Cons., Ohio Div. of Spec. Ed.
Dr. Clifford Graves, Directing Supervisor, Cleveland Schools
Mr. Frank Gross, Chief, Pup. Serv. Sect., Div. of Spec. Ed.
Mr. Gus Hanges, Butler County Schools, Hamilton
Mr. Lewis Harris, Exec. Dir., Ohio Sch. Bds. Assoc.
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APPENDIX C

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Mr. Frank Gerhardt, Superintendent, Cleveland Hts. City Schools.

Dr. William Goff, Director, Pupil Personnel Services, Dayton City Schools.

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Dr. Carl Pegnato, Director, Special Education, Canton City Schools.

Dr. Daniel Peterson, College of Education, Ohio University.

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Mr. Alan Shankland, Executive Secretary, Cuyahoga County Superintendents Association.

Mr. John Smith, Psychologist, Mayfield City Schools.

Mr. Robert Weinfurtner, County Superintendent, Athens County Schools.

Dr. Donald Zemanek, Director, Special Education Program, University of Cincinnati.

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